

REPORT
OF
THE STUDY TEAM ON
RECRUITMENT, SELECTION,
U.P.S.C./STATE P.S.Cs. AND
TRAINING

ADMINISTRATIVE REFORMS COMMISSION
NEW DELHI

Important : This is a report of the Study Team appointed by the Administrative Reforms Commission. The report of the Commission on the same subject is a separate document.

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ON
RECRUITMENT, SELECTION, U.P.S.C./STATE P.S.Cs.
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Study Team on Recruitment,
Selection, U.P.S.C./State P.S.Cs
& Training.

ADMINISTRATIVE REFORMS COMMISSION

Sardar Patel Bhavan
Parliament Street
NEW DELHI
June 15, 1967

Dear Shri Hanumanthaiya,

I have pleasure in submitting herewith the report of the Study Team on "Recruitment, Selection, UPSC/State PSCs and Training". The Team was set up on the 17th June, 1966 to ascertain facts, locate problem areas and make suitable recommendations.

As you are aware, there are two other Teams which are examining the problems of Personnel Administration, other than our own. Since Personnel Administration is an integrated whole we have often been obliged to refer to overlapping areas in this Report, in order to appreciate issues in their proper perspective.

Ours is perhaps among the more concise of the Reports of Study Teams of this Commission. We have limited the size purposely by eliminating purely descriptive matter which we think is common knowledge. We shall consider our efforts well-rewarded if the Report succeeds in focussing the attention of the Commission on the major inadequacies in those areas of Personnel Administration which we have dealt with and if some of the reforms suggested by us find acceptance.

I shall be failing in my duty if I do not mention the knowledge, experience and dedication which the members of the Team brought into our task and which have made this Report possible. A special word of thanks is due to our Secretary, Shri A. V. Seshanna, who not only bore the brunt of the exploratory and Secretarial work involved, but also participated energetically and very competently in our deliberations, contributing many of the constructive suggestions in this report.

Yours sincerely,

S.P.P. THORAT

Shri K. Hanumanthaiya, M.P.,
Chairman,
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P R E F A C E

The Administrative Reforms Commission, in its Memorandum dated the 17th June, 1966, appointed the following to constitute the Study Team on Recruitment Policies, Selection Procedures, the Union Public Service Commission, the State Public Service Commissions, and Training:—

(a) Lt. Gen. S.P.P. Thorat (Retd.)	Chairman
(b) Shri V.G. Rajadhyaksha	Member
(c) Dr. A.V. Rao	Member
(d) Shri M.D. Misra, M.P.	Member

A little later, the Team was strengthened by the addition of two more members, namely, Shri Syed Hasan Zaheer, and Shri P.K. Dave. Shri A.V. Seshanna was appointed to function as Secretary for the Study Team.

The Study Team was charged with the function of ascertaining the facts, locating problem areas, examining the solutions and making recommendations to the Commission.

The Team has held twelve meetings, nine of them at Delhi, and one each at Nagpur, Hyderabad and Bombay. Two questionnaires, one on recruitment matters, and the other on Public Service Commissions, were issued to important organisations and departments and to eminent persons in public as well as official life. The Team also interviewed about thirty persons during its deliberations. The questionnaires and the list of persons interviewed may be seen in Appendix XVII.

The staff attached to the Study Team prepared eight background papers, summarising the existing practices, both in India as well as in some foreign countries, on matters referred to us for study.

The Team visited the National Academy of Administration at Mussoorie and some members, the College for Income-Tax Officers, at Nagpur.

In our Report we have tried to confine ourselves to the specific matters referred to us. Since Recruitment and Training are inseparable from the structure of Services and are integral functions of personnel administration, we have, in a few cases, made recommendations which inevitably overlap the fields covered by other Teams.

CHAPTER I

RECRUITMENT

1.1 Advance Planning

1.1.1. The most striking feature of Government employment in recent years is the rapid rate at which the staff strength is rising. The two tables below show the growth in the number of Central and State Government employees between 1960 and 1965.

TABLE I
Number of Central Government staff by class of posts (1960 and 1965)

Class of post	No. of employees as on		Average annual increase	Average annual per cent increase
	31-3-60	31-3-65		
1	2	3	4	5
I	9,795	19,022	1,845	19%
II	25,837	33,195	1,471	5.7%
III	873,790	1,143,857	54,013	6.2%
IV	978,815	1,209,457	46,128	4.9%
TOTAL	1,888,237	2,405,531	1,03,457	5.58%

TABLE II
Number of State Government staff

Number of persons employed at the end of		Per cent increase
March 1961	September 1965	
(in million)		
3.01	3.61	19.9%

It will be observed that for the Central Government alone, on an average over one lakh new posts have been created every year. Taken together with the wastage by way of retirement, resignations, mortality, etc. and also, considering the vast variety of posts created in the wake of development plans, the very magnitude of the problem presents difficulties of recruitment of a very high order. The difficulties are further accentuated by the fact that in most Services recruitment is not planned sufficiently in advance. We have been told that, among the higher Services it is only for the Indian Administrative Service and the Indian Police Service that regular triennial reviews of cadre

strengths are made and the rate of recruitment calculated on the basis of advance projections for periods of five years at a time. In addition, while determining the intake every year, correctives are applied on the basis of any fresh developments that may occur. It is very necessary that this practice should be adopted for all established Services and, to the extent practicable, also for other requirements of personnel of the Government.

Recommendation :

In all established Services and, to the extent practicable, for other requirements of Government the recruitment rate should be determined on the basis of triennial reviews and of projections of the likely rate of growth over the next five years. In addition, correctives should be applied annually in the light of any fresh developments.

1.2. Availability

*1.2.1. Pre-entry training for scarce categories:—*In mere numbers, perhaps, the response of recruits to the Government services is generally adequate. In the Class IV Services, no particular difficulty in getting a sufficient response has come to our notice. In the Class III Services also, by and large, the response is reported to be adequate. In certain categories, however, where the possession of skills, like typewriting, is an essential qualification, difficulties have been experienced and, recently, Government has had to remove this essential qualification so as to get the requisite number of recruits. It would be of considerable advantage if such scarce categories could be identified, requirements over a period of five years assessed, and the necessary facilities for acquiring the needed skills made available to prospective candidates. This we consider would be of benefit not only to Government but to the economy, generally. For example, to secure an adequate number of Typists, the establishment of typewriting schools may be encouraged and if sufficient private effort is not forthcoming, other ways found of achieving the object. Some of the ways could be the establishment of Government institutes attached to Higher Secondary Schools and Colleges, giving facilities to experienced Typists who have retired from Government service to establish such schools, and also, if necessary, by permitting experienced personnel in Government service to start part-time classes outside working hours.

Recommendation :

In categories in which there is insufficient response from candidates and particularly those requiring attainment of special skills, arrangements for securing the requisite number of personnel should be made. Where necessary, these arrangements may include the promotion of facilities for pre-entry training.

1.2.2. In the Class II Services, by and large, the recruitment is through promotion and no particular difficulty has been reported to us.

1.2.3. In-service Training for Special skills: In the Class I Services again, in mere numbers the response is generally not inadequate, except perhaps in the highly specialized categories in which, in any case, the solution would apparently be long-range planning and development of specialized personnel, or the training of persons already in service in the necessary specialisation.

1.2.4. We have also been told that there is considerable difficulty in securing personnel not otherwise scarce, for service in difficult areas and in organisations such as the Border Roads Organisation. This latter difficulty has been resolved by a number of established Services by including the posts required for the difficult areas in their own cadre strengths, which automatically ensures that liability of service extends to such areas.

Recommendations :

(1) In the scarce or highly specialized categories among Class I Services advance planning of requirements with facility for acquiring the requisite specialisation should be undertaken. In suitable cases officers already in service should be given training in the specialized fields.

(2) For the requirements of the difficult areas, the cadres of the established Services should be suitably expanded and liability for service in these areas made compulsory.

1.3. Quality of Recruitment to the Higher Services

1.3.1. Non-technical : We have addressed ourselves to the problem of quality of recruitment to the Higher Services, in some detail. In the non-technical services listed in Appendix I, for which direct recruitment is made through a combined competitive examination held by the Union Public Service Commission, the problem is found to be strikingly acute. The Second Pay Commission had made a study of the quality of recruits to the higher services for the years 1950-55. The Commission adopted two criteria for its assessment: (a) whether a reasonable proportion of First Class graduates produced by the universities took the competitive examination, and (b) whether these Services were getting a fair share of the First Class graduates produced by the universities. The Commission found that one out of every four First Class graduates produced in India, sat for the examination, and that for every vacancy in the all-India and Central Class I Services (non-technical), there were, on an average, three candidates with First Class degrees. The Pay Commission thought that this position was satisfactory.

1.3.2. We have had the benefit of seeing a study similar to that made by the Pay Commission, which was conducted by the Ministry of Home Affairs and of another study conducted by our own Secretariat (Appendix II). The

results are tabulated in the two statements below :

TABLE III

*Response of First Classes to the Combined Competitive Examination
(Comparative position 1950—55 and 1960—64)*

Year					No. of first Class gradu- ates produced	No. of First Class gradu- ates who took the Combined competi- tive examination	No. of vacancies in the All- India & Central Class I (non- technical) Services	Propor- tion of First Classes taking the exami- nation to the total	No. of First Classes compet- ing for each vacancy
1	2	3	4	5	6				
(1950—55)									
1950	1475	448	167	1 in 3	2·7
1951	1530	528	176	1 in 3	3
1952	1728	525	167	1 in 3	3
1953	1960	530	168	1 in 4	3
1954	2199	607	161	1 in 3·5	3·7
1955	2553	636	247	1 in 4	2·1
TOTAL	.	.	.		11445	3324	1086		
Average	.	.	.		1907	554	181	1 in 3·25	3
(1960—64)									
1960	7370	749	273	1 in 9	2·7
1961	7526	712	328	1 in 10	2
1962	8594	630	318	1 in 13	2
1963	6491	480	363	1 in 13	1·3
1964	9333	457	385	1 in 20	1·2
TOTAL	.	.	.		39314	3028	1667		
Average	.	.	.		7863	605	333	1 in 13	1·8

First Class refers to Class obtained at the highest degree.

Source : Ministry of Home Affairs and Union Public Service Commission.

TABLE IV

*Percentage of First, Second and Third Classes in the various
non-technical Class I Services
(Comparative position 1950—55 and 1960—65)*

Service	Number recom- mended	First Class	Second Class	Third Class
1	2	3	4	5
(1950—55)				
Indian Administrative Service . . .	246	143(58.1%)	97(39.4%)	6(2.5%)
Indian Foreign Service . . .	39	20(51.3%)	18(46.1%)	1(2.6%)
Indian Police Service	228	78(34.2%)	136(59.6%)	14(6.2%)
Central Services, Class I . . .	573	225(39.3%)	325(56.7%)	23(4.0%)
TOTAL .	1086	466(42.9%)	576(53.0%)	44(4.1%)
(1960—65)				
Indian Administrative Service . . .	658	230(35.0%)	349(53.0%)	79(12.0%)
Indian Foreign Service . . .	90	27(30.0%)	50(55.5%)	13(14.5%)
Indian Police Service . . .	446	67(15.0%)	260(58.3%)	119(26.7%)
Central Services, Class I . . .	799*	178 (22.28%)	455(56.94%)	166(20.7%)
TOTAL .	1993	502(25.19%)	1114(55.9%)	377(18.91%)

*Total intake 862. Details in respect of 63 candidates not available.

Class refers to that obtained at the first degree.

Source : Ministries concerned.

1.3.3. The trends revealed are the following :—

(1) With a steadily increasing output of First Class graduates, the number of such graduates taking the competitive examination has steadily gone down in spite of the much larger number of vacancies available.

(2) As against one First Class graduate out of every 3.25 First Class graduates taking the examination in the period 1950—55, in 1960—64 the proportion went down to as low as one First Class graduate out of every 13 such graduates. As against three First Class graduates competing for each vacancy in the earlier period, there are now, on an average, only 1.8 such graduates; it is significant that in 1963 there were only 1.3 First Class graduates per post and in 1964, 1.2.

(3) There has been a sharp decline in First Class graduates entering the higher Services from 42·9 per cent in 1950—55 to 25·19 per cent in 1960—65. The number of Second Class graduates entering the services has increased slightly, but the number of Third Class graduates has risen very sharply from 4·1 per cent to 18·91 per cent. It is necessary to point out, however, that a part of the decline in the quality is also attributable to the lower standards prescribed for the Scheduled Castes and Scheduled Tribes. Table V shows the percentage of different classes of graduates excluding the Scheduled Castes and Scheduled Tribes :

TABLE V

Percentage of First, Second and Third Classes in the higher non-technical Services excluding candidates belonging to Scheduled Castes and Scheduled Tribes
(1960—65)

Service	Number recommended	Class@		
		First	Second	Third
1	2	3(a)	3(b)	3(c)
Indian Administrative Service . . .	542	220(40·5%)	284(52·4%)	38(7·1%)
Indian Foreign Service . . .	71	26(36·6%)	40(56·3%)	5(7·0%)
Indian Police Service . . .	365	64(17·5%)	221(60·6%)	80(21·9%)
Central Services, Class I* . .	659	174(26·4%)	391(59·3%)	94(14·3%)
TOTAL .	1637	484(29·5%)	936 (57·2%)	217(13·3%)

@Class refers to that obtained at the first degree.

*Total intake 698. Details of Class obtained at first degree not available in respect of 39 candidates.

Source : Ministries concerned.

1.3.4. A study of the higher technical services made by our Secretariat shows that the problem noticed in the non-technical Services does not exist in the former. The table below illustrates this point :

TABLE VI

Statement showing academic background of candidates (both general and Scheduled Castes and Scheduled Tribes) appointed to technical Services, Class I

Service	Total intake from 1960 to 1965	No. for which academic details are available	Class obtained by those in Col. 3 at the final degree, i.e., B. E. or its equivalent ^{Ex}			Number without any class
			I	II	III	
1	2	3	4(a)	4(b)	4(c)	5
Telegraph Engineering Service . . .	*199	133	108	25	..	66
Indian Railway Service of Engineers . .	**135	110	98	12	..	..
Indian Railway Service of Electrical Engineers . . .	54	53	44	9	..	1
Indian Railway Service of Signal Engineers . . .	@53	45	37	8	..	3
Indian Railway Service of Mechanical Engineers . . .	29	29	26	3	..	..
Military Engineers' Service . . .	†14	12	7	4	1	..
Central Engineering Service . . .	‡69	68	50	18	..	1
Central Electrical Engineering Service . . .	16	16	13	3	..	..
Central Engineering Service (Roads) . .	31	31	21	10	..	..
Indian Ordnance Factories Service . .	109	109	80	29	..	..
TOTAL . .	709	606	484	121	1	71
Percentage . .	..	100	79.95	19.95	0.1	..

*66 candidates passed either the Graduate in ITE Examination or from the Indian Institute of Sciences, Bangalore in which there is no Division.

**Details in respect of 25 candidates appointed in 1960 not available.

@Details in respect of 5 candidates appointed in 1960 are not available.

†Details in respect of 2 candidates are not available.

‡One candidate passed the A.M.I.E. in which there is no Division.

Source : Ministries concerned.

For the time being, it seems that these Services are getting a very satisfactory proportion of First Class graduates. The position must, however, be kept under observation and adverse trends taken note of.

1.4. *Improving attractiveness of Government employment*

1.4.1. *Probable causes of diminution in attraction:* In the earlier discussions we have seen how the quality of recruitment has suffered on account of the lack of response of the better class products of the universities to civil service recruitment. Our analysis reveals a situation which a country engaged in a vast developmental programme and faced with multi farious difficulties, both internal and external, can afford to ignore only at its peril. Evidence gathered in interviews with prominent men in official as well as public life lends support to this view. About the reasons for the decline there is general unanimity on the diminution of the attractiveness of Government service for the best products of the universities *vis-a-vis* careers in other spheres of national activity, such as industry, commerce, education and research, etc. The lack of attraction may be because of comparatively lower remuneration, better opportunities of employment in the private sector and the universities, the 'hazards' of Government service, and the loss of lustre and prestige of Government employment. We do not wish to make any particular recommendations for improving the terms and conditions of Government employment mainly because we do not think it is for our Team to do so. The problem, however, is of such a serious nature that we hope that this aspect will be attended to by the other Study Teams or, at any rate, by the Administrative Reforms Commission. We will now proceed to discuss other methods of improving the attractiveness of Government employment and also some ways of improving the recruitment system. We have considered these matters under the following broad heads:—

- (a) Better publicity;
- (b) Mobility in Services;
- (c) Opportunities for study abroad;
- (d) An alternative method of recruitment;
- (e) Age limits;
- (f) Tapping other sources in Government; and
- (g) Lateral entry.

1.4.2. *Better Publicity :* Many youngmen are, perhaps, not aware of the opportunities available in Government service for a satisfying career and there is need to publicise this amongst university graduates. Government should undertake the preparation of suitable publicity material which can be made available to the universities for the information of prospective candidates. In addition, senior officers may visit universities and address the students in the final year degree and post-graduate classes and hold discussion sessions

with them on the opportunities in the civil services. Universities which do not have Career Counselling Cells should be encouraged to set them up.

1.4.3. *Mobility in the Services:* The existing structures of the civil services tend to compartmentalise careers. We have recommended separately, that staff appointments in the headquarters organisations of the Central and State Governments should be filled on the basis of a competitive examination for entry into the proposed Civil Service Staff College which is discussed in the chapter on "Training". This examination will be open to all Class I Services, technical as well as non-technical. The mobility that such a scheme would introduce would, in our view, make Government service more attractive. The scheme should be given wide publicity.

1.4.4. Another aspect which tends to reduce the attractiveness of Government employment is the lack of provision for moving out of Government service at a fairly early age without losing the pensionary and other benefits for the period already served. In a large organisation there will be many who realise that their talents can be better utilized elsewhere. Such persons should be allowed to resign from Government service without forfeiting their pensionary and other benefits. As a practical measure we would recommend that a civil servant may be allowed this facility after he has completed 15 years of service and given proportionate pension and gratuity.

1.4.5. *Opportunities for Study Abroad:* By and large, candidates prefer careers in which there are opportunities for visiting and studying in foreign countries. The popularity of the Indian Foreign Service stems from this. While it may not be possible to offer such opportunities to all the higher civil servants, we recommend that the existing facilities offered by Foundations and foreign governments should be augmented by sponsoring visits of selected civil servants to other countries for studying their planning and administrative systems. If foreign exchange is a problem, it may be possible to work out a scheme by which exchange visits could be arranged with foreign civil servants on a reciprocal basis.

Recommendations :

(1) Steps should be taken to publicize among the young graduates the types of careers open in Government service. Some of these would be bringing out of suitable publicity material and talks to degree and post-graduate students by senior Government Officers.

(2) The mobility in the Services which the proposed Civil Service Staff College would provide should be publicized.

(3) A Government servant should be allowed to quit the service after a tenure of fifteen years, with proportionate pensionary benefits

(4) More opportunities should be created for Government servants to visit foreign countries to study their administrative systems and practices, either on the Governments own initiative or through a scheme of interchange with officials of foreign countries.

1.4.6. *An alternative recruitment method:* The present competitive examination for the Indian Administrative Service, the Indian Police Service and the Central Services, Class I and Class II consists of three compulsory papers in English Essay, General English and General knowledge, three optional and two additional papers for the Indian Administrative Service/Indian Foreign Service, two optional papers for the Indian Police Service, and the Delhi and Himachal Pradesh Police Service, Class II, and three optional papers for the Central Services, Class I and Class II. For all these Services there is an interview (personality test) with varying number of marks for the different groups of Services. The standard of examination in the optional papers is that of the Honours degree in Indian Universities and of the additional papers slightly higher. The examination is heavily weighted in favour of the written subjects and requires long and intensive preparation even by the better class product of the universities. This method of examination has certainly stood the test of time, and candidates who secure fairly high positions of merit are, we consider, of consistently good quality. However, we understand that the highly academic nature of the examination and the long preparation needed for it leads to two prominent shortcomings. The first which we consider here is that a good university graduate with five to six years of regular study at the university appears unwilling to undertake arduous preparation lasting over several months for the competitive examination; he would much prefer an immediate appointment in a good Commercial house, in the teaching line or in research wherein he would also perhaps find opportunity for advanced study abroad on scholarships and fellowships which are quite numerous. The second shortcoming, which we will deal with later, is that there is evidence that candidates succeed in mastering the technique of the examination and qualify for one or the other of the Services by taking repeated chances; it has been observed that such candidates are qualitatively inferior.

1.4.7. To consider whether a simpler scheme of examination can be devised, we have studied literature on the Method II Examination conducted for recruitment to the Administrative Class in the United Kingdom. In that country there are two methods of recruitment to the Administrative Class. The Method I is similar to the detailed written competitive examination conducted by the Union Public Service Commission. Method II is described in detail in Appendix III. Briefly, it consists of a short written examination of two papers in English, two general papers and an intelligence test. About half the candidates are eliminated at this stage. The successful candidates are tested and interviewed by the Civil Service Selection Board for 2½ days.

About a quarter of the candidates taking this test are eliminated and the remaining go for an interview before the final Selection Board of the Civil Service Commission. Half the requirement of the Administrative Class is met by this method.

1.4.8. The Method II has existed in the U.K. since 1949 and has been kept under frequent review. In the latest available review made by the Civil Service Commissioners the actual performance in service of recruits by Method I and Method II was found to be as follows:—

TABLE VII
*Performance of administrative Class (U.K.) recruits according to
departmental grading.*

Grading	Passed by Method II	Passed by Method I	Passed by Method I but who had failed in Method II
1	2	3	4
Very good indeed	18(13·6)	12(5·2)	2(2·7)
Distinctly above average	60(45·5)	69(29·9)	18(24·6)
Well up to standard	45(34·1)	117(50·6)	39(53·4)
Total with good reports	123(93·2)	198(85·7)	59(80·7)
Rather below standard	8(6·1)	27(11·7)	10(13·7)
Unsatisfactory	1(0·7)	6(2·6)	4(5·6)
GRAND TOTAL	132(100)	231(100)	73(100)

Source : Sixth Report of the Estimates Committee of the U. K. (1964-65) on Recruitment to the Civil Service.

1.4.9. The conclusions of the study were that while the general standard of recruitment by both Methods had given satisfaction, Method II appeared to produce a higher proportion of good entrants but it had to be remembered that it also tended to cream away from Method I some of the better candidates. We are citing this only to show that experience in another country, which also practises a competitive examination similar to ours, has shown that the introduction of a new method has yielded very good results.

Recommendation :

We recommend that as a measure for making the competitive examination more attractive to the better class university graduate, an alternative method of entry should be provided. The following should be the essential features of this method:—

(i) Admission to the examination should be restricted to graduates who have secured at least 55% aggregate marks at their first Degree examination. This will ensure that the candidates taking the examination, which will not have too much scholastic content, will be of a minimum level of attainment at the university.

(ii) The candidates should take a written examination of three papers, namely English Essay, a General English paper designed on the lines of the general papers for the Method II examination of the U.K., and a General Knowledge paper.

(iii) Candidates whose performance at the written examination is found to be satisfactory, should be sent to a Screening Board to undergo a series of tests and interviews. The Screening Board should be presided over by a member of the Union Public Service Commission and should have on it at least three other members, one of whom should be a senior psychologist with experience of personnel testing techniques.

(iv) Candidates who make the grade at the Screening Board should then go for an interview before the main Selection Board of the Union Public Service Commission.

(v) To begin with, recruitment by this method may be restricted to 25% of the vacancies in all-India and the Central Class I Services fed by the Combine Competitive Examination. After some experience has been gained it may be possible to increase the percentage.

Two objections to the above method have been brought before us. Firstly it is said that standards of education in India are widely variable among the different regions and candidates of uniform scholastic attainments may not be available. We have sought to overcome this objection by limiting the entry to the examination to those who have secured at least 55% marks at the first Degree examination. Added to this will be the written examination which will test the mental development, maturity, the power of expression and so on. We do not think, therefore, that the variable standards of education will affect the validity of the method. Secondly, it is said that we do not have a sufficient number of trained psychologists or sufficiently developed psychological tests for the kind of examination we are recommending. We do not agree with this view at all. The Defence Services have had long experience of designing and operating psychological tests for entry into the officer ranks and many commercial houses have also been following this

method for a number of years. We learn that the Psychological Foundation of the National Council of Educational Research & Training under the Ministry of Education is fully equipped to design the kind of tests required for the examination we are suggesting. We are strongly of the view that the new method of examination we are recommending will prove a valuable experiment in attracting the better class university product to the Government services and would recommend that it should be introduced as early as possible.

The results of the experiment should be reviewed after, say, three years to determine whether the new method is yielding recruits of a better quality. A further review should be made at the end of about 10 years to assess the comparative merits of the two methods on the basis of actual performance of the officers recruited under each.

Recommendations :

(1) As a measure for attracting the better class university product to the competitive examination for the higher services an alternative method of entry comparable to the Method II type of examination for the Administrative Class in the U.K. should be introduced as early as possible. To begin with 25% of the vacancies in the all-India and Central Services Class I (non-technical) may be reserved for recruitment through the new method. After some experience has been gained it may be possible to increase the percentage.

(2) The working of the alternative scheme of examination should be reviewed initially at the end of three years to ascertain whether it secures improved response. A further review should be made after the scheme has worked for about 10 years to assess comparative performance of candidates recruited by the two methods.

1.5. Age limits

1.5.1 *Higher age limit for Ph.D.:* The present age limits for the Services fed by the Combined Competitive examination are 20—24 years for the Indian Police Service and the Delhi and Himachal Pradesh Police Service Class II, and 21—24 years for the IAS/IFS and the Central Services Class I and Class II. We have given some thought to a suggestion that relaxation of age limits may help to secure better quality of candidates for the higher services. In the U.K. the upper age limit was extended to 28 years some time back on the ground that there were difficulties in attracting enough candidates of good calibre to the Administrative Class. Conditions in India are different not only in the nature of work the higher services are required to do, but also in educational system. The recruits to our higher services usually have a fairly long period of institutional and field training before them and entry at a late age would result in many cases in the recruits being past 30 years before they actually take on their jobs. This is not a very desirable

feature. Nor, in our opinion, does the educational system or the social conditions require that prospective candidates be allowed to prosecute their studies till late ages before deciding to enter upon Government employment. We would not, therefore, recommend any general relaxation.

Many students however, and particularly those of high intellectual calibre may like to undertake some research and obtain a Ph.D. It would, in our opinion, be good for the higher services to have persons with such attainments and for this reason we would recommend the relaxation of the upper age limit to 26 years for those with a Ph.D. The relaxation should apply both to the existing method of examination and the alternative method we have recommended earlier.

In paragraph 1.5.2. below we have suggested a change in the age limits so as to prevent repeated chances at the Combined Competitive Examination.

Recommendation :

It is not necessary to make any general relaxation in the upper age limit prescribed for the higher services. However, for candidates with a Ph.D. the upper age limit should be raised to 26 years. This relaxation should apply to both the existing method of competitive examination and the alternative method recommended by us.

1.5.2. Number of Chances at the Combined Competitive Examination : The Public Services (qualifications for Recruitment) Committee, 1956, was of the view that the mental qualities as also the personality of a candidate could best be judged in one or at the most two examinations. The Committee thought that a person who fails in two chances might become successful later, on the basis of experience gained in the technique of the examination as such. Government accepted this view and as a result limited the number of chances admissible to two for each category of Service included in the Combined Competitive Examination. However, as the limitation applies to each category of Service, the restriction has not operated in the sense it was intended to operate and candidates can take as many as four chances at the examination by competing twice for different categories or combinations of categories. Appendix IV shows the results of a study made by our secretariat of candidates who succeeded in entering the various Services at different attempts, e.g. 15.40% of the intake in the IAS for the period 1960—65 was of candidates who succeeded in their third attempt. The corresponding figure for the period 1950—55 was 8.3%.

1.5.3. Another aspect of repeated attempts in the Combined Competitive Examination is the sizeable drift of candidates appointed to the I.P.S. and the Class I Central Services to the I.A.S. and I.F.S. A statement giving this information for the period 1963—65 is at Appendix V. Such migration from one service to another occurs sometimes as late as two years after

a candidate has entered another service and undergone a substantial part of the prescribed training. Not only is this a waste of the time and money spent on the training of an officer for a different profession than the one he would enter later, but it is also bad for the morale of the new entrants who tend not to take their training seriously or to neglect it because they are preparing for another examination. In recent years the rules of the Combined Competitive Examination have been changed so as to prevent the migration of candidates from I.A.S. to I.F.S. and *vice versa*; from one Central Service Class I to another; and from a Class II Service to another Class II Service. Migration is still permissible from I.P.S. or a Central Service I or Class II to the I.A.S./I.F.S.; from a Class I or Class II Service to the I.P.S.; from the I.P.S. to a Class I Service and from a Class II Service or I.P.S. to a Class I Service.

1.5.4. We consider that repeated chances and relatively free migration between the Services are undesirable features of the Combined Competitive Examination. These features should be removed by two means : firstly, the age limits may be changed to 20—24 years for all Services; and secondly, the number of chances at the examination may be reduced to two. If a candidate succeeds in getting into any of the Services he must take his second chance only in the next consecutive examination even though he may not have attained the maximum age limit. This would ensure that a large amount of public money will not be spent on training him for a different profession without, at the same time, denying him one chance of improving his position. A candidate who does not succeed in getting into a Service at his first chance may take the second chance at any time before completing the age of 24 years.

Recommendation :

We recommend that the age limits or the Combined Competitive Examination should be changed to 20—24 for all Services and that not more than two effective chances should be allowed at the examination. If a candidate succeeds in getting into any of the Services he should be allowed a chance to improve his position only in the next consecutive examination and not later.

1.5.5. *Limited Competitive Examination :* We have earlier referred to the paucity of candidates of good calibre for the Combined Competitive Examination and have made certain suggestions to improve matters. We feel that another source of good recruits might be found amongst the vast number of serving Government servants in Services other than the all-India or Central Services Class I. The Second Pay Commission had recommended a scheme of Limited Competitive Examination which has been described in the extract from the Commission's Report in Appendix VI. This scheme has not been implemented by Government so far. The system of a limited competitive examination for serving Government servants exists in the U.K. and France. In the U.K. 20 % of the vacancies in the Administrative Class

are filled by a competition among the Executive Class. In France, 50% of the vacancies in the Grants Corps are reserved for a limited competitive examination among lower categories of staff. We would strongly urge the introduction of the scheme recommended by the Second Pay Commission not only as an incentive for those serving in the lower grades but also as a source of recruitment of good officer potential already available among Government employees. We would, however, suggest two departures from the scheme recommended by the Second Pay Commission. Firstly, only graduates who had obtained at least 50% marks in their first Degree and are sponsored by their Departments/State Governments should be allowed to take the examination; and secondly, the age limits for the examination should be 26—32 years with a continuous service of five years under the Central or State Governments. Only one chance should be allowed to each candidate at the Limited Competitive Examination. With these provisions the scheme should be quite manageable. Every year up to 10% of the vacancies in the all-India and Central Services Class I may be filled through this scheme provided a sufficient number of candidates attain the required standard at the examination.

1.5.6. The Limited Competitive Examination itself should not be the usual academic type of examination but an examination akin to the written part of the alternative method of examination recommended by us in paragraph 1.4.7, followed by an interview and an assessment of the service records.

Recommendations :

(1) Up to 10% of the vacancies occurring each year in the all-India and Central Services Class I (non-technical) may be filled through a Limited Competitive Examination among serving Government servants who are not in Class I Services provided candidates of the requisite standard are available.

(2) The age limits for this examination should be 26—32. The other essential requirements should be a recommendation of the Department/State Government, the possession of a Degree with at least 50% marks at the first Degree examination and five years of continuous service under the Central or State Governments.

(3) The examination should be similar to the written part of the alternative method recommended by us for the Combined Competitive Examination followed by an extended interview and an assessment of the service records.

(4) Each candidate will be allowed only one chance at this examination.

1.5.7. Lateral entry : One of the methods of improving the quality of a cadre is to induce highly qualified persons to its higher levels. Such lateral entry at the higher levels is usually opposed by the service interests concerned on the ground that it affects adversely the prospects of promotion

and as a result lowers morale. While we would not be little this objection, we consider that at least in the technical services and in posts requiring specialist qualifications or experience, limited provision for lateral entry will be all to the good of the public service. There is such a provision in some Services already, e.g., the Indian Economic Service, the Indian Statistical Service and the Central Health Service. We would recommend that this practice should be extended.

Recommendation :

There should be a provision for lateral entry at higher levels in post which require specialist knowledge or experience not normally available in the established Services and in the technical Services.

1.6. Two Suggestions for Re-orientation of Recruitment to Higher Services.

1.6.1. Direct recruitment only to Class II level : One of the members of the Study Team has suggested to us a new approach to recruitment of the higher Services. The scheme is based on the consideration that if we are to keep in view the dynamic nature of the social and economic policies of the Government and also the great diversity of attitudes in our vast country, we must think anew. The principle of de-centralisation frequently talked about and partially introduced on the vertical plane by the creation of bodies such as the Zila Parishads, Block Samitis and Village Panchayats, the results of which incidentally do not encourage us to extend it further, should not be tried for a horizontal diffusion of power, initiative and status. Confining the scope of this suggestion to the problem of recruitment, the scheme envisages the abolition of direct recruitment to all-India Services and the Class I Services of the Centre and the States, and replacing it by recruitment only at the State level in the Class II Services from which promotions should be made to the Class I cadres both at the Centre and in the States. In order to achieve the best results the recruitment should be in the age group 16—20 through a competitive test immediately after the Matriculation or Higher Secondary stage. A 4-5 year training-cum-study period at State cost or through a subsidized scheme should then follow at one or more selected universities in each State. During the training there should be the ordinary graduate course in Arts and Science or other faculties, but throughout, and in small doses, practical aspects of administration should be taught under the guidance of specially appointed tutors. All trainees should live in Government hostels. At the end of this period the successful candidates should be given two years of intensive training in the various Services to which they are allotted. Every five years thereafter and till the officers reach the age of 35 years, there should be tests for promotion to all-India or State Class I Services. The advantages of such a scheme would be the following :—

- (i) The under-privileged classes in the rural and urban areas who do not now have equal opportunity of development, would be

picked up at an early stage and given superior education and training, so as to fit them in the higher Services.

- (ii) The class formation resulting in a complex-ridden hierarchy and in bickering among the Services—all a hangover from the British days—will disappear and the Class II Services will have full opportunity of entering the Class I on a competitive basis. This will be a great incentive for efficiency, honesty and enthusiasm.

1.6.2. The Team has given very careful consideration to the suggestion. The scheme, no doubt, aims at a radical reconstruction of the service structure in the country. We agree that there is need for equalising the opportunities of entry into the higher Services as between the urban and rural areas. In order to achieve this objective, we would support a scheme for picking up high class Matriculates from the under-privileged classes and from the rural areas and giving them an opportunity for the best education in the universities. This can be done by liberal provision of scholarships so as to reduce the burden on parents. Such education can be followed further by the provision of training facilities at the universities to prepare the boys for taking the competitive examination. This can also be done at Government cost. For the following reasons, however, we do not consider it feasible to introduce the scheme for abolition of direct recruitment of Class I :—

- (i) The recruitment at an early age of candidates of high mental calibre, a maturity of outlook and the capacity to analyze and present problems is accepted to world over as an effective means of securing in the higher levels of administration good material for positions of responsibility. It would be unfortunate if this trend were to be reversed at a time when the country is engaged in a great programme of development and consolidation.
- (ii) In the all-India Services particularly, it is most essential to recruit on an all-India basis. It may be recalled that the States Re-organization Commission had suggested that all-India Services are an effective means for ensuring integration in the country and for curbing particularist tendencies among the various regions. Any shift of recruitment from an all-India basis to the States individually may foster the very disruptive forces which one would like to see disappear.
- (iii) Selection at the State level will necessarily be done through State Public Service Commissions. The educational levels in different States being diverse, the calibre of recruitment will also remain variable. Success at the tests for entry into Class I will not, therefore, be uniform and this would inevitably lead to demand

for State quotas in the higher Services, which, from the stand-point of efficiency and of the integration of the country, would be regrettable.

1.6.3. *Integrated recruitment of the Higher Civil Services.*

The second suggestion is that direct recruitment to the all-India and the Central Class I Services (non-technical) should be through a common examination and the existing disparities in pay and career prospects between the Indian Administrative Service and the Indian Foreign Service, on the one hand, and the Indian Police Service and the Central Services, Class I on the other, should be minimised, if not altogether eliminated. With such an integration the Central Class I Services should cease to have their career grades in posts which cannot strictly be described as senior posts. In fact, it has long been accepted that the real purpose of Class I Services should be to provide officers for senior posts. The proposal envisages the restructuring of Central Services, Class I so as to provide junior posts only for the purpose of training and senior posts broadly equivalent to those, at present, in the junior administrative grade as the main career grade.

1.6.4. The essential features of the scheme suggested are as follows :—

- (i) Totally identical pay scales for all the higher Services would be the ideal solution, but this may not be possible without drastic changes. As a first step towards integration, the Indian Police Service and the Central Services, Class I should be brought closer to the Indian Administrative Service/Indian Foreign Service by introducing virtually parallel scales, but maintaining a slight differential in promotion to the senior scale and in the ceilings of the junior and senior scales. The specific suggestions are as follows :—

Indian Administrative Service and Indian Foreign Services

Junior scale .. Rs. 400—400—500—40—700—EB—30—1000/-
(18 years).

Senior scale .. Rs. 900 (sixth year or under)—50—1000—60—
1600—50—1800—(22 years).

Indian Police Service and Central Services, Class I

Junior Scale .. Rs. 400—400—450—30—600—35—670—EB—
950/- (18 years).

Senior scale .. Rs. 900 (eighth year or under)—50—1000—60—
1600/- (22 years).

- (ii) After a common competitive examination, those selected should go to the National Academy of Administration for a six month's period of training where development during the training period

should be measured by allotting marks which will be added to the marks secured in the competitive examination; and the aggregate taken together with the individual's choice will determine the Service to which a particular candidate will be allotted.

1.6.5. We consider that except the facility of recruitment, which this scheme will obviously provide, our Study Team is not really concerned with the re-structuring, career prospects or the pay network for the Services. There are other Teams which attend to this aspect. However, the suggestion, we think, is an important one and has been made on several occasions in the past. We think, therefore, it is proper for us to set down briefly the advantages and disadvantages of the scheme.

1.6.6. The advantages are the following :—

- (i) A common examination will facilitate the recruitment process. It will also enable the directing staff of the National Academy to assess performance and aptitudes of individual recruits and to assign them to the various Services on that basis, rather than purely on the results of an academic type of examination.
- (ii) It will introduce in the Central Services, Class I, the concept of direct recruitment to the higher services for manning essentially senior posts.
- (iii) It will recognize the increasing higher managerial content of work in the various Services and the need for all sectors of administration to be served by the same quality of personnel.
- (iv) It will do away with the minor jealousies between Service and Service and create a unified Civil Service with a unity of purpose and the contentment that arises out of belonging to a common cadre.
- (v) It will facilitate the selection of the best material developed in different fields for manning key positions in Government.

1.6.7. The disadvantages may be described, briefly, as follows :—

- (i) The Indian Administrative Service and the Indian Police Service are all-India Services traditionally meant for manning posts of high responsibility in their fields. The stresses and strains to which these Services are exposed place a high burden on them, which is not found in the other Services who have limited fields of operation. Given the choice, a fresh entrant to Government service would perhaps tend to prefer jobs in the Central Services where he would not be exposed to the hazards of a Service like the Indian Administrative Service or the Indian Police Service. The fear, therefore, is genuine that equalisation of pay scales and prospects will deny to the Indian Administrative Service and

the Indian Police Service the best recruits. The temporary differential in salaries that will be maintained as a first step and ultimately removed, would not offer sufficient incentives for the best candidates to volunteer for the all-India Services.

- (ii) Responsibilities of senior scale posts in Central Services. Class I are not strictly comparable to the senior scale posts in the all-India Services.
- (iii) The scheme would require a complete re-structuring of the Central Services. Class I and a reduction in recruitment rate that may be quite drastic, because it would henceforth be meant for posts in the junior administrative grade and above and, perhaps, for a small number of existing senior scale posts which may be added. With the heavy recruitment already noticed in Table IV during the last few years, there is a likelihood of the existing incumbents being blocked for promotion to the new senior scale and for a number of years there may either be no recruitment in certain Services, or the recruitment may be negligible. The effects of such a re-structuring are likely to be very long lasting.

CHAPTER II

PUBLIC SERVICE COMMISSIONS

2.1 *Historical Survey and Functions*

2.1.1 *Historical* : The growth of Public Service Commissions as ~~independent bodies to advise the executive in service matters, like recruitment, discipline, promotion, etc.,~~ is of comparatively recent origin. The Government of India Act, 1919 prescribed that a Public Service Commission shall be established in India to discharge, in regard to recruitment and control of the Public Services, such functions as may be assigned to it by the Secretary of State-in-Council. Accordingly, a Public Service Commission (India) came into being in 1926. The Government of India Act, 1935 provided for a Federal Public Service Commission as well as Public Service Commissions for a Province or group of Provinces. As a result, the Public Service Commission (India) became the Federal Public Service Commission and different Provincial Public Service Commissions gradually came into being. The Federal Public Service Commission continued as such till 1950, when, with the Constitution coming into force, it was designated "The Union Public Service Commission". The Provincial Public Service Commissions were designated "The State Public Service Commissions". Today, in addition to the Union Public Service Commission at the Centre, there is a Public Service Commission in each State.

2.1.2 *Functions of the Commissions—Constitutional Provisions :*

The functions of Public Service Commissions have been laid down in Article 320 of the Constitution, which is reproduced below :

- (1) It shall be the duty of the Union and the State Public Service Commissions to conduct examinations for appointments to the services of the Union and the services of the States respectively.
- (2) It shall also be the duty of the Union Public Service Commission, if requested by any two or more States to do so, to assist those States in framing and operating schemes of joint recruitment for any services for which candidates possessing special qualifications are required.
- (3) The Union Public Service Commission or the State Public Service Commission, as the case may be, shall be consulted—
 - (a) on all matters relating to methods of recruitment to civil services and for civil posts;

- (b) on the principles to be followed in making appointments to civil services and posts and in making promotions and transfers from one service to another and on the suitability of candidates for such appointments, promotions or transfers;
- (c) on all disciplinary matters affecting a person serving under the Government of India or the Government of a State in civil capacity, including memorials or petitions relating to such matters;
- (d) on any claim by or in respect of a person who is serving or has served under the Government of India or the Government of a State or under the Crown in India or under the Government of an Indian State, in a civil capacity, that any costs incurred by him in defending legal proceedings instituted against him in respect of acts done or purporting to be done in the execution of his duty should be paid out of the Consolidated Fund of India, or, as the case may be, out of the Consolidated Fund of the State;
- (e) on any claim for the award of a pension in respect of injuries sustained by a person while serving under the Government of India or the Government of a State or under the Crown in India or under the Government of an Indian State, in a civil capacity, and any question as to the amount of any such award,

and it shall be the duty of a Public Service Commission to advise on any matter so referred to them and on any other matter which the President, or, as the case may be, the Governor of the State, may refer to them.

2.1.3 The Constitution further provides for extension of the functions described above. Article 321 which makes this provision, reads :

“An Act made by Parliament or, as the case may be, the Legislature of a State may provide for the exercise of additional functions by the Union Public Service Commission or the State Public Service Commission as respects the services of the Union or the State and also as respects the services of any local authority or other body corporate constituted by law or of any public institution.”

2.2 Independence of the Public Service Commissions

2.2.1 *Need for preservation of independence* : The Constitution seeks to ensure the independence of the Public Service Commissions from influence by the executive through two provisions. Firstly, the tenure and procedure of removal from office of the Members have been laid down in the Constitution (Articles 316 and 317). Secondly, the Constitution provides an avenue

to a Public Service Commission to bring to the notice of the legislature instances where the executive has not accepted its advice. The relevant provision of the Constitution with respect to the Union Public Service Commission will be found in Article 323(1). (State Public Service Commissions have identical provisions).

323 (1) —“It shall be the duty of the Union Commission to present annually to the President a report as to the work done by the Commission and on receipt of such report the President shall cause a copy thereof together with a memorandum explaining, as respects the cases, if any, where the advice of the Commission was not accepted, the reasons for such non-acceptance to be laid before each House of Parliament.”

By this provision a Public Service Commission gains direct access to the legislature and the executive becomes answerable for non-acceptance of the Commission's advice and for any disregard to rules and procedure.

2.2.2. In this connection a view has been expressed before us that the Constitutional independence of the Public Service Commissions is unnecessary since there are, in practice, few instances where the executive does not accept the advice tendered by a Commission. We strongly disagree with this view. An independent Public Service Commission is an assurance to the public on the one hand of the impartiality and objectivity of recruitment and to the civil service on the other of fair treatment in promotions and disciplinary action. The position has not yet been reached in India where these functions can be entrusted solely to the executive.

2.2.3 *Annual Report* : We have already touched upon the importance of the annual report of a Public Service Commission. In actual practice, we have found that the publications of the annual reports of many Public Service Commissions is delayed for various reasons. There is also delay in the laying of these reports before the legislature. It is essential that the Reports are brought out regularly and placed before the legislature promptly.

2.2.4 *Standing Committees of legislatures for scrutiny of reports* : We have been told that after the Reports are laid before the legislature early opportunity and the necessary time cannot be found for a debate on the report of a Public Service Commission, due to pressure of legislative and other important business. In this connection we would like to draw attention to the 93rd Report of the Estimates Committee (1965-66) on Public Services, where a recommendation has been made that there should be a Standing Committee of Parliament which should scrutinize the rules framed by Government on service conditions of public servants and make a report to the Houses. In order that the Annual Report of the Union Public Service Commission receives due consideration, we suggest that the

proposed Standing Committee should also scrutinize these Reports and make its own report to the two Houses. Similar Standing Committees should be set up in the States. The Annual Reports of the State Public Service Commissions should be dealt with in an identical manner.

Recommendations :

(1) The Public Service Commissions should not become an arm of the executive and should remain independent.

(2) The Annual Reports of the Public Service Commissions should be published regularly and placed promptly before the legislature.

(3) If, as suggested by the Estimates Committee of Parliament in its 93rd Report, a Standing Committee of Parliament is established for scrutinizing rules framed by Government on service conditions of public servants, we would suggest that this Committee should also scrutinize the annual reports of the Union Public Service Commission and make its own report to the two Houses. Similar Standing Committees should be set up in the States.

2.3 Exemption from Consultation

2.3.1 *Prior consultation with Public Service Commission :* We have already alluded to the additions which can be made to the functions of the Public Service Commissions as laid down in the Constitution. Under Article 320(3) of the Constitution, the relevant portion of which is reproduced below, the executive has powers to restrict the functions of the Public Service Commissions :-

“Provided that the President as respects the all-India Services and also as respects other Services and posts in connection with the affairs of the Union and the Governor, as respects other services and posts in connection with the affairs of a State, may make regulations specifying the matters in which either generally, or in any particular circumstances, it shall not be necessary for a Public Service Commission to be consulted.”

2.3.2 The regulations under which the executive excludes certain functions from the purview of the Public Service Commissions have been termed as “Exemption from Consultation” Regulations. It is under these regulations that most of the Class III and Class IV appointments under Government are now made without the intervention of the Public Service Commissions. Such exclusion is understandable, since recruitment to these categories is very heavy and it seems unnecessary and wasteful to burden a high level organ like the Public Service Commission with this task. We have suggested later on, a method for recruitment to these categories.

2.3.3 Generally speaking, recruitment to all Class I and Class II posts and Services comes under the purview of the Public Service Commissions

along with other service matters pertaining to these classes. However, there are instances where Class I appointments and recruitment to all posts in an entire organisation have been excluded from purview of the Public Service Commissions. The proviso to Article 320(3) does not require the President or Governor to consult a Public Service Commission before exercising his power to grant exemptions. We consider, however, that it is the spirit of the Constitution that exemption from consultation with the Public Service Commissions should be made very sparingly. We learn that the Union Government has established a convention that exemptions are made only after prior consultation with the Union Public Service Commission. We suggest that the State Governments should establish a similar convention. Further it would be desirable to lay down a procedure that the exemption should be reviewed every five years in consultation with a Public Service Commission.

Recommendations :

(1) Exemption from consultation with the Public Service Commission should be made sparingly.

(2) State Governments should establish a convention of consulting the Public Service Commission before granting the exemption as is done by the Union Government vis-a-vis the Union Public Service Commission.

(3) All exemptions should be reviewed once in five years in consultation with the Public Service Commission.

2.4 Centralised Recruitment for Excluded Categories/posts

2.4.1 Departmental Service Commissions : The over-whelming bulk of the staff under Government at the Centre and in the States is in the Class III and Class IV categories. Most departments do their recruitment to these posts independently of each other. In many cases individual officers undertake their own recruitment. Often the qualifications which are stipulated for entry into these posts by different departments are identical. Recruitment would be more economical and efficient if the requirement needs of different departments are served by a central agency. If a single department is large and viable enough, it could have a central recruitment agency to serve the different officers under it. In the Railways a number of Railway Service Commissions have been established for centralised recruitment to the Class III and Class IV categories. We would recommend the setting up of Departmental Service Commissions on the pattern of the Railway Service Commissions to serve the needs of the other departments. The appointment of the Members of such Commissions should be on the same pattern as obtains in the Railways and should be made in consultation with the concerned Public Service Commission.

2.4.2 Recruitment to Quasi-Government Institutions : There are a number of institutions which are entirely financed by Government but which are technically not Government departments. Excluding the public sector undertakings, which are being dealt with by another Team of this Commission, we refer to the institutions like the Council of Scientific and Industrial Research, the Indian Agricultural Research Institute, and the Indian Council of Medical Research. By virtue of having formed themselves into registered societies the constitutional provisions regarding recruitment do not apply to them. Yet they are large establishments and undertake sizeable recruitment to technical as well as non-technical posts. The persons recruited to these institutions do make a life-time career in them. They are governed in service matters by regulations which are identical with those applicable to regular Government service. In the circumstances, it would only be proper if, at least recruitment to these posts, if not other matters, is handled by an independent body so that the same image of impartiality is created as is the case with recruitment undertaken by the Union Public Service Commission. This would be ensured easily by entrusting recruitment to the Union Public Service Commission. If this is not feasible on practical considerations, the institutions could either set up a Commission on the lines of the Departmental Service Commissions mentioned above, or recruit through an inter-organisational set up serving all the institutions of the type we have described.

Recommendations :

(1) Departmental Service Commissions modelled on the pattern of the Railway Service Commissions should be set up for recruitment of Class III and Class IV posts excluded from the purview of the Public Service Commissions.

(2) The Members of the Departmental Service Commissions should be appointed in Consultation with the Public Service Commission.

(3) All institutions which are entirely financed by Government (other than the public sector undertakings) should recruit their personnel through one of the following agencies :—

(a) The Union Public Service Commission;

(b) A Commission established by the concerned institutions on the lines of the Railway Service Commissions; or

(c) an inter-organisational set up.

2.5 Members of the Public Service Commissions

2.5.1 Vital importance of appointments and some criticisms : The vitally important role which the Constitution has assigned to the Public Service Commissions underlines the need for independence as well as competence

in those who are appointed to their membership. Accordingly, the quality of persons appointed and the manner in which they are appointed assumes importance. The Chairman and Members of the Union Public Service Commission are appointed by the President, who acts on the advice of the Prime Minister. In the case of the State Public Service Commissions, the Governor is advised by the Chief Minister.

2.5.2 The appointments made to the Union Public Service Commission have been commendable. Not only has a proper balance been kept between the official and the non-official element, but the Central Government has gone a step further in including in the official quota Members hailing from the educational field. The background of the Members of the Union Public Service Commission in Appendix VII shows that the appointments made by the Union Government are in accordance with the spirit of the Constitution.

2.5.3 We are afraid that we are not in a position to say the same of the appointments made to the Membership of the State Public Service Commissions. It would appear that appointments have frequently been made on personal considerations rather than on grounds of qualifications or competence. We cannot do better than quote the law Commission to support this view. The law Commission observed in 1958 :—

“Having regard to the important part played by the Public Service Commission in the selection of the subordinate judiciary, we took care to examine, as far as possible, the Chairman and some of the members of the Public Service Commissions in various States. We are constrained to state that the personnel of these Public Service Commissions in some of the States was not such as could inspire confidence, from the point of view of either efficiency or impartiality. There appears to be little doubt that in some of the States, appointments to these Commissions are made not on considerations of merit but on grounds of party and political affiliations. The evidence given by Members of the Public Service Commissions in some of the States does not create the feeling that they had deserved to be in the responsible posts they occupy.....”

2.5.4 Impressions of the type formed by the law Commission are strengthened when some of the irregularities in appointments made through State Public Service Commissions get publicity. In a recent instance, the Supreme Court had to annul wholesale certain appointments made on the recommendation of one of the State Public Service Commissions. Such adverse publicity does no good to the image of independence and impartiality which the public expects to see in a Public Service Commission. It is essential, therefore, that the discretion given to the executive in appointments to the Public Service Commissions should be governed by developing healthy conventions.

2.5.5 A Suggested Procedure for Appointment of Members : We have considered three suggestions in regard to appointment of the Members of a State Public Service Commission :

- ✓(1) An all-India panel of persons eligible for such appointment should be prepared, from which the President and not the Governor should make appointments. The selection to the panel should be made in a manner similar to the selection of judges of High Courts with the Chairman of the State Public Service Commissions and the Chairman of the Union Public Service Commission having roles similar to those of the State Chief Justice and the Chief Justice of India, respectively.
- ✓(2) The State Government should consult the Chairman of the Union Public Service Commission regarding appointments to the State Public Service Commission.
- (3) The State Government should be advised by a panel consisting of :—
 - ✓(i) the Chairman of the Union Public Service Commission, or his nominee;
 - ✓(ii) the Chairman of the State Public Service Commission (even in the appointment of his own successor); and
 - ✓(iii) a nominee of the State Government.

2.5.6 The first suggestion will mean an encroachment on the powers of the State Government given to it by the Constitution and may generate friction between the Government and the Commission in actual working. The second will not be of much practical utility. The Chairman of the Union Public Service Commission would not, in most cases, know the credentials of the likely persons.

2.5.7 We would, therefore, rule out the first two suggestions. The third suggestion is, however, practicable and should be adopted. It affords an opportunity for the consideration of diverse views before the appointment to a State Public Service Commission is finally recommended. The nominee of the State Government will represent the views of that Government, the Chairman of the State Public Service Commission, the needs of the Public Service Commission itself, and the Chairman of the Union Public Service Commission or his nominee will bring in detached objectivity.

✓ 2.5.8 For the sake of uniformity, we would suggest that in the case of appointments to the Union Public Service Commission, the Central Government should be advised by a panel consisting of :—

- ✓(i) the Chairman of the Union Public Service Commission (even in the appointment of his successor);

(ii) the senior-most serving Chairman of the State Public Service Commissions; and

(iii) a nominee of the Central Government.

2.5.9 *Appointment of Members from outside the State* : Most of the Members of the State Public Service Commissions are persons hailing from the concerned State. Every State in India has linguistic minorities. It would add to the image of impartiality of a State Public Service Commission if a Member from a different State is appointed to it. It appears that a suggestion on this nature was made to the State Governments some time ago, but no practical results emerged. We feel that it would be highly desirable to establish a convention that at least one Member of the State Public Service Commission is appointed from outside the State.

Recommendations:

(1) In making appointments of Members of a State Public Service Commission, the State Government should be advised by a panel consisting of :—

(i) the Chairman of the Union Public Service Commission or his nominee;

(ii) the Chairman of the State Public Service Commission (even in the appointment of his successor); and

(iii) a nominee of the State Government.

(2) In making appointments to the Union Public Service Commission the Central Government should be advised by a panel consisting of :—

(i) the Chairman of the Union Public Service Commission (even in the appointment of his successor);

(ii) the senior-most serving Chairman of the State Public Service Commissions; and

(iii) a nominee of the Central Government.

(3) It is desirable that the State Governments establish a convention that at least one Member of the State Public Service Commission is appointed from outside the State.

2.6 *Conditions of Service of Members*

2.6.1 *Salary, Status and Pension* : Article 318 of the Constitution confers powers of determining the conditions of service of the Chairman and other Members of Public Service Commissions on the President and the Governor. It has been suggested to us that the power vested in the executive of determining the conditions of service is inconsistent with the independence of the Commission. It has been proposed that pay, retirement benefits

and other conditions of service should be regulated by legislation as is the case with the Judges of the Supreme Court. We see no particular advantage in passing laws in this matter. The Constitution provides enough protection in the sense that once a Member is appointed, his conditions of service cannot be altered to his disadvantage.

2.6.2 There is another aspect of this matter which needs some consideration, namely the differences which exist in the conditions of service between the official and the non-official Members of Public Service Commissions and the disparities in the pay admissible to Chairman and Members of different State Public Service Commissions. For example, Members of the Kerala Public Service Commission draw a salary of Rs. 1250 p.m. whereas in many other States their salary is Rs. 2000 p.m. It has been suggested that the emoluments of Members of the Public Service Commissions should be raised consistent with the status of their office. As we are aware of the difficulties in laying down any hard and fast rule, since conditions vary from State to State, we would only suggest the following guidelines.

2.6.3 The Chairman of the Union Public Service Commission and the other Members should draw some salary as the Cabinet Secretary and Secretary, to the Government of India, respectively and in the case of the State Public Service Commissions, the salary of the Chairman and Members should be equal to that of the Chief Secretary and Secretary of the State Government respectively. Officers of the Secretariats of the Commissions should also be placed in a hierarchy, the Secretary of the Commission being one rung below a Member, a Deputy Secretary one rung below the Secretary and so on.

2.6.4 There is, at present, no uniform practice regarding the grant of pension for Members of Public Service Commissions, who are drawn from the non-official field. Pension is provided in some Public Service Commissions and not in others, and where it is provided, the quantum varies. It is desirable to provide a pension to Members of all Public Service Commissions and, as far as possible, at an uniform rate.

Recommendations :

(1) The emoluments of the Chairman and Members of the Union Public Service Commission should be the same as that of the Cabinet Secretary and a Secretary, respectively. In the States, the emoluments of the Chairman and Members of the Public Service Commissions should be the same as those of the Chief Secretary and Secretary to the State Government, respectively.

(2) Provision may be made for grant of pension to such of the retiring Members of a Public Service Commission as now not entitled to it. As far as possible, the rates should be uniform.

(3) Officers of the Secretariats of the Public Service Commissions should be placed in a hierarchy with the Secretary one rung below a Member and so on.

2.6.5 Restriction on employment under Government after retirement : The Constitution imposes severe restrictions on Chairman and other Members of Public Service Commissions in the matter of employment under Government after retirement. Article 319 which makes these provisions is reproduced below :—

On ceasing to hold office—

- (a) the Chairman of the Union Public Service Commission shall be ineligible for further employment either under the Government of India or under the Government of a State;
- (b) the Chairman of a State Public Service Commission shall be eligible for appointment as the Chairman or any other member of the Union Public Service Commission or as the Chairman of any other State Public Service Commission, but not for any other employment either under the Government of India or under the Government of a State;
- (c) a member other than the Chairman of the Union Public Service Commission shall be eligible for appointment as the Chairman of the Union Public Service Commission or as the Chairman of a State Public Service Commission, but not for any other employment either under the Government of India or under the Government of a State;
- (d) a member other than the Chairman of a State Public Service Commission shall be eligible for appointment as the Chairman or any other member of the Union Public Service Commission or as the Chairman of that or any other State Public Service Commission, but not for any other employment either under the Government of India or under the Government of State.

The provisions of this Article are almost identical with the corresponding provisions in the Government of India Act, 1935 (Appendix VIII) which were undoubtedly motivated by a suspicion on the part of the ruling power that representative Ministers who were to take office under the Act might seek to influence the Members of a Public Service Commission by holding out temptation of further office. In retaining this provision the Constitution-makers perhaps thought that independence of the Members of a Commission would thereby be strengthened. We feel that the whole approach to the position of independence of the Members of a Commissions has to change, whatever may have been its validity, when the Government

of India Act of 1935 was enacted. The mode of working of a Commission leaves hardly any room for arbitrary judgement on the part of an individual Member in any crucial matter. Most of the decisions of a Public Service Commission and all decisions of an important nature are arrived at by the Commission as a whole. Furthermore, we cannot accept the premise that Members occupying the high office and responsible position that they do, are likely to be influenced. The existing restrictions betray an unwarranted lack of trust not only in the Members of a Commission but in the *bona-fide* of the Government itself, and suggest the same atmosphere of suspicion which pervaded a great part of the Government of India Act of 1935. There is no justification for this attitude in our democratic Constitution.

2.6.6 The restriction on taking up further employment under Government on ceasing to hold office has other disadvantages. The knowledge that outlets for further employment are likely to be restricted deters comparatively young and able men from serving on the Commissions.

2.6.7 If the existing restriction on taking up employment under Government after a tenure in a Commission is removed, it is bound to attract talent and competence, while, at the same time, providing Government with a wide field from which to make a choice. We would, therefore, urge that the Constitutional restriction on the re-employment of Members of Public Service Commissions under a Government be entirely removed.

2.6.8 *Age of Retirement of Member of State Public Service Commission :* The Constitution has stipulated that a Member of the Union Public Service Commission will not hold his office beyond the age of 65 years and a Member of a State Commission, beyond the age of 60 years. We have not been able to appreciate the reasons which persuaded the Constitution-makers to fix different age limits in this regard. The general tendency in Government is to raise the upper age limit for service. Life expectancy has also risen in recent years. We would, therefore, favour the extension of the upper age limit for service on State Public Service Commission to 65 years in line with the Membership of the Union Public Service Commission.

Recommendations :

(1) In order to dispell the atmosphere of suspicion and to attract comparatively young and able men the existing restrictions on employment of the Chairman or other Member of a Public Service Commission under Government on ceasing to hold office may be removed.

(2) The age up to which the Chairman or other Members of a State Public Service Commission can hold office may be raised to 65 years by amending the relevant provisions of the Constitution.

2.7 Secretariats of the Commissions, Contact among Public Service Commissions and Research etc.

2.7.1 The need for competent staff : The appended tables (Appendix IX) will show the volume of work turned out by the different Public Service Commissions in recent years. It is apparent that work is increasing in quantity as well as complexity. Also the proportion of recruitment to technical posts is rising (Appendix X).

2.7.2 Consequently it is important that the Secretariats of the Commissions are staffed with competent personnel in adequate numbers. There is great demand on the time of the Members of a Commission and if they are to discharge their responsibility in an efficient manner, they should have the assistance of competent staff.

2.7.3 The Secretariats of some of the State Commissions are small with the result that promotional opportunities for the staff are few, with little incentive for good work. Wherever the Secretariats have been constituted into separate units, it would be desirable to give up the practice and allow free exchange of personnel between the Public Service Commission and the Government departments, so that there are better avenues of promotion. Transfers of personnel of the Commission to the Government Secretariat and *vice-versa* should be made invariably with the concurrence of the Chairman of the Public Service Commission.

Recommendations :

(1) Secretariats of the Commissions should be staffed with competent personnel in adequate number.

(2) In order to provide better avenues of promotion, staff of the Commission should be part of the Government Secretariat. Transfers between the Commission and the Government Secretariat should, however, be made invariably in consultation with the Chairman of the Public Service Commission.

2.7.4 The budget of the Commission : During our deliberations we gathered the impression that many of the State Public Service Commissions are unable to secure enough funds for efficient functioning. We think that it is in the interest of Government to see that the Public Service Commissions are not starved of finances. Funds once allocated should not be subjected to cuts without prior consultation with the Public Service Commission.

2.7.5 Contact between Union Public Service Commission and the State Public Service Commissions : We learn that there is hardly any contact between the Union Public Service Commission and the State Public Service Commissions. On some occasions in the past conferences of Members

of the Union Public Service Commission and Chairman of the State Public Service Commissions have been held. But such occasions have been few. We would suggest that there should be such conferences at least once in two years, where matters of mutual interest can be discussed. These Conferences will provoke thought and germinate new ideas, besides suggesting solutions for common problems. Chairman of the State Public Service Commissions should also be associated more frequently with the selections held by the Union Public Service Commission.

2.7.6 In our talks with officers of the State Public Service Commissions we gathered the impression that much needs to be done for increasing the competence of the secretariats of the Commissions. The Union Public Service Commission has a well organised secretariat and it would be useful if officers of the State Public Service Commissions are attached for brief periods, to the secretariat of the Union Public Service Commission so that they could acquaint themselves with sophisticated methods of dealing with recruitment matters.

Recommendations :

(1) There should be a conference of the Chairman of the Union Public Service Commission and the Chairman of the State Public Service Commissions at least once a year or once in two years.

(2) The Chairman of the State Public Service Commissions should be associated more often in the selections made by the Union Public Service Commission.

(3) Officers of the State Public Service Commissions should be attached for brief periods to the secretariat of the Union Public Service Commission for watching and learning recruitment work.

2.7.7 *Research Cells in the Public Service Commissions :* The need for conducting a systematic review of the results of recruitment and of undertaking research in selection procedures does not appear to have been fully realised in the State Public Service Commissions. The Union Public Service Commission does have a Research Cell, but, it is not staffed adequately to undertake studies in depth. The efficiency of recruitment methods should be continuously assessed by reviewing the performance of the selected candidates in actual service. For this purpose, each Public Service Commission should have a Research Cell where all the relevant data regarding candidates should be assembled. It is essential that professional researchers are employed for collecting and interpreting such data. University faculties and institutes of public administration should be encouraged to make use of these data.

Recommendations :

(1) There should be a well-organised Research Cell in each Public Service Commission to collect and interpret all data regarding recruitment.

(2) University faculties and institutes of public administration should be encouraged to use these data for research.

2.8 Role of Public Service Commissions in disciplinary matters vis-a-vis Appellate Tribunals

2.8.1 The provision for consultation with Public Service Commission on disciplinary matters has been made in Article 320(3)(c) of the Constitution. This association of Public Service Commissions is of great importance for the maintenance of morale and for creating a sense of security in the Services. Like all other provision for consultation, this provision also is subject to such Exemption Regulations as the President or the Governor may make.

2.8.2 It was suggested to us by some of the witnesses that Public Service Commissions should not be burdened with consultation on disciplinary matters and that this should be squarely the responsibility of the personnel agencies at various levels. In addition, it was suggested that Administrative Tribunals should be established for deciding appeals of civil servants against disciplinary action and the decisions of such Tribunals should be accepted as mandatory. As this is not a subject specifically within our purview, we do not wish to make any positive recommendation on it. However we learn that the Team on Administrative Tribunals has recommended that such Tribunals should be set up with a quasi-judicial status and with a Chairman of the rank of a High Court Judge. According to this recommendation, the Tribunals will hear appeals in respect of disciplinary action leading to reduction in rank, and removal, or dismissal from service.

2.8.3 As will be observed from Regulation 5(1) of the Union Public Service Commission (Exemption from Consultation) Regulations (Appendix XI), there are seven types of penalties for which consultation with the Commission is at present prescribed. The effect of the recommendation of the Team on Administrative Tribunals will be that while the Commission will continue to be consulted in respect of the relatively minor penalties of censure, withholding of increments or promotion, recovery of pecuniary loss and compulsory retirement, it will not be so consulted before the major penalties of reduction in rank and removal or dismissal from service are imposed by the personnel agencies. We are unable to appreciate the rationale of such an arrangement. If Appellate Tribunals are set up and their decisions are binding on Government, then disciplinary matters should be taken out of the purview of the Public Service Commissions and there should be a provision for appeals to the Tribunals in all cases.

Recommendation :

If Appellate Tribunals are created for hearing appeals in disciplinary matters, the present functions of the Public Service Commissions in such matters

should cease. We do not agree with the recommendation of the study Team on Administrative Tribunals that only appeals against three major penalties should go to the Tribunals and in the case of the other penalties the Public Service Commissions should continue to be consulted.

2.9 *Miscellaneous Matters*

2.9.1 *Delays in recruitment* : We have heard that inordinate delays take place between the placing of the requisition and the final appointment.

The following can be the causes—remedies are also suggested:—

(a) Inadequate advance planning of recruitment.

We have already suggested in the chapter on “Recruitment” that for all established Services and to the extent practicable for other requirements of Government the recruitment rate should be determined in advance. This would not only enable Government to plan the requisition well in advance but also allow the Commissions to plan their work.

(b) Incomplete requisitions resulting in protracted correspondence.

We suggest that requisitions for recruitment should be handled at sufficiently high levels in Government and in doubtful cases and, particularly where recruitment rules have not been framed, informal consultation with the Public Service Commission would avoid delays. This would also discourage the tendency to overpitch the requirements of qualifications.

(c) Delay caused by non-availability of adequate accommodation for conducting examination.

The answer obviously is for Public Service Commissions to have their own examinations halls.

(d) Delay in the verification of character and antecedents.

This has proved a virtually intractable problem for which we can only recommend two solutions. Firstly, the attestation form should be sent to the authorities concerned directly by the Public Service Commissions; this will save at least a week to a fortnight. Secondly, the verification procedure itself should be expedited, the ideal being that not more than a week should be taken by each authority expected to report on the antecedents, viz., the District Police, the District Magistrate and the D.I.G. (C.I.D.). The replies should come not to the Public Service Commission but to Government.

(e) Delay in ascertaining the final preference of candidates in the case of common examinations for a number of Services or posts.

Considerable time is lost in consulting candidates for their final preferences. We suggest that the practice in the Government of India for the Combined Competitive Examination should be introduced in the States. All successful candidates should automatically indicate their final preferences

within ten days of the publication of the result, failing which the preferences given in the application form will be treated as final.

(f) Holding over of the Medical examination till after the verification of character and antecedents.

As rejections on the basis of verification reports are most infrequent, there is every reason to have the medical examination completed and appeals, if any, decided in the time taken for verification of character and antecedents.

(g) Delay in the issue of appointment orders after all other formalities have been completed.

There is no reason whatever for delay in the issue of appointment letters after the above formalities are completed. But unfortunately delays do occur and they can only be avoided by prompt attention.

2.9.2 Delays in promotion cases: Cases regarding promotion and of fixation of seniority are often referred to Public Service Commission either without the supporting data or with incomplete or insufficient data. The Public Service Commission wastes a good deal of its time in correspondence in an effort to get all the relevant information. Such delays can be eliminated by enforcement of strict instructions regarding the processing of cases in which a Public Service Commission is involved.

2.9.3 Departmental Examinations: We learn that many of the State Public Service Commissions are burdened with the work of conducting departmental examinations either for promotion, confirmation or test of proficiency, etc. These examinations should be the sole concern of the departments themselves as they are a part of day-to-day management of the Services. We would make only one exception and that is with regard to any examination held for the purpose of promotion from a Class II to a Class I cadre, which should continue to be within the purview of the Public Service Commissions. In fact we believe that a regular system of promotion examinations for promotion from one class to another should be instituted and the examination branches of the Public Service Commissions suitably strengthened for the purpose.

2.9.4 Temporary posts : A large number of posts advertised for recruitment by the Public Service Commissions are indicated as temporary but likely to continue for some time. In actual practice, however, very few such appointments are terminated. When a post is advertised as temporary, it is not likely to attract the best available candidates. We are aware of the difficulties in making all posts permanent, especially in short duration projects. We would, however, urge that instead of being vague on the question of the length of appointment, a realistic estimate must be made of the period of its continuance, which should be indicated in the advertisement.

2.9.5 Cases of re-employment: In respect of those classes or posts which come within the purview of the Public Service Commissions the rules provide

that they should be consulted, when Government servants are re-employed. We find that the rule is not always observed. Often cases of re-employment are either not referred to the Public Service Commission or only after the event. There is no justification for anticipating the concurrence of the Public Service Commission in such cases and prior reference to the Public Service Commissions should be insisted upon.

2.9.6 *Libraries:* Many Public Service Commissions are hampered in the efficient discharge of their duties by the lack of a good library and of the services of a Reference Librarian. With the help of a good library the members will be in a position to brief themselves before an interview on the subject matter of special interest to the candidates who are to come before them. An interview is not merely a test of the general bearing and personality of candidate, but also of his technical ability. The members would be in a better position to test the latter ability if a good library is available.

CHAPTER III

TRAINING

3.1 Introduction

3.1.1 There are few activities to-day on which the impact of Government is not felt. On the enthusiasm, efficiency, morale and discipline of our civil servants, therefore, as much as on anything else hangs the future of the country. It is these qualities above all others that training seeks to augment.

3.1.2 *The background* : The civil services came into being when their primary objectives were to collect taxes, maintain law and order, build and maintain communications and transport systems, with the overall purpose of strengthening British power and control. They now have, in addition to these tasks, to deal with new areas such as foreign relations, economic development and social services all in a world which is changing rapidly, changing economically and technologically, socially and politically. The most far-reaching change of all, perhaps, is that the Services must now work in a democratically elected, federally constituted Government.

3.1.3 Within the ambit of the training of civil servants must now come much wider range of functional skills. The adoption of a controlled economy the emphasis on the role of the Government, the public sector undertakings and the co-operative sector in providing goods and services, and the economic and social measures adopted to attain a Welfare State have further widen the range of duties of civil servants.

3.1.4 While the tasks have become more complex and diverse, the calibre of the recruit to the Service has not improved. Indeed, as mentioned earlier under 'Recruitment' in the case of the crucial all-India and Central Class I Services, the calibre is not as good.

3.1.5 *The magnitude of the task* : Excluding the Railways and Defence, the Central and the State Governments employ about 4.4 million people, of whom about 1.7 million are Class IV employees. Except for a few categories, such as policemen, formal training for Class IV employees is not essential. For the remaining 2.7 million employees, however, formal training in varying measure must be provided and it is to these people that this Chapter refers. (Please see Appendix XII for details).

3.2 Four Aspects of Training

3.2.1 The problem may be considered in four parts :—

- (i) The Training Objectives;
- (ii) The Training Organisation;

- ✓(iii) Training Programmes and Facilities; and
- ✓(iv) Resources—Men and Money.

3.3. *Training Objectives*

3.3.1 *The Qualitative Aspects*: Outside the fields of high specialisation the training of Government employees has much in common. For the Class II and Class III officials the training should be directed largely towards imparting the necessary functional and supervisory skills. These include delegation, training of subordinate, organisation and methods. Likewise, to raise morale, widen horizons and develop potential, an understanding of the objectives and machinery of Government and of the political, economic and social setting would be generally beneficial. In the case of Class I officials, in addition to these, the emphasis must move increasingly to imparting conceptual skills. These include the ability to examine and recommend the ways in which Government should adapt itself to the changing economic, political and social conditions and the ability to use modern management tools.

3.3.2 All civil servants who come into contact with the public, need to be given a course in public relations, for the country's image of Government is formed on the basis of these contacts. On the ability of Government employees to understand the pressures, priorities, problems and hopes of the people they deal with, will this image depend and training must take care of this.

3.3.3 *The Quantitative Aspects* : It is yet to be recognized by Government that every employee who has not been through a minimum period of formal training, represents a drag on the efficiency of Government as a whole. For example, more than half of 2.96 lakh employees of the Posts & Telegraphs Department have not had such training. Likewise, while there is a limited opportunity for clerical and ministerial staff of the Central Government at Delhi to get training in the Secretariat Training School, no such facilities whatever are available for similar staff at the regional offices.

Recommendations :

- (1) Formal training should be compulsorily for all civil servants in Class I, Class II and Class III and for some categories of Class IV employees.
- (2) All civil servants who come into contact with the public should be given training in public relations.
- (3) In the case of Class I officials, the emphasis must move increasingly to imparting conceptual skills.

3.4 *The Training Organisation*

3.4.1 *Training Division* : Training will not be effective and will not receive adequate attention unless a separate organisation is created and

charged with the function of administering it. The decision to set up a Training Division in the Union Government exclusively devoted to the Co-ordination training in all departments of the Central Government and guiding training programmes in the States has our fullest support. Its structure and responsibilities are given in Appendix XIII.

3.4.2 We agree, generally, with the functions and responsibilities envisaged for the Training Division, but would like to emphasize that its Research/Materials Production Wing should have the facility of live contact with institutions, such as the National Academy of Administration, the Secretariat Training School and all other institutions where the vital practical base and the research laboratories, so essential for development of new techniques will be found.

3.4.3 The setting up of a Central Personnel Agency has been proposed by another Study Team of this Commission. This Agency will be responsible for career planning, formulation of promotion policies and other important functions. Since training will be a vital tool in the implementation of these programmes, we recommend that the Training Division should be a part of this Central Personnel Agency.

3.4.4. *Training Cells* : Training Cells should be established in each State and in each Department of the Central Government and put directly under the Chief Secretary or the Head of the Department. Since the Cells can draw on the Training Division for advice, information on techniques and available facilities, the Cells need not be big. Nevertheless, they must devote their attention exclusively to co-ordinating or directly administering all the training activities of civil servants in the States or the Central Departments. The larger Central Departments and States should aim at developing their own training material and conduct research in their own particular fields.

Recommendations :

(1) The proposed Training Division has our fullest support and should be established with all speed.

(2) It should be a part of the Central Personnel Agency.

(3) States and Departments of the Central Government should set up Cells exclusively devoted to training and put them directly under the charge on the Chief Secretary or the Head of the Department.

3.5—3.8 *Training Programmes and Facilities* : This aspect of training will be examined from the standpoints of (a) post-entry training, (b) field training, (c) probationary period and language training, (d) mid-career training, and (e) off-the-job training.

3.5 *Post-entry Training*

3.5.1 Much progress has been made since Independence in setting up training institutions at the Centre and in the States. A list of these institutions and the existing training schemes, with the rough outlay of expenditure is given in Appendix XIV. The list covers a wide field, but the facilities are generally inadequate and there appears to be no uniformity of approach among the States. We believe that except for the professional categories who have already received pre-entry training, all other civil servants should be given post-entry, preferably, institutional training.

3.5.2 *At the Centre* : Several Services including higher technical services, are not, at present, receiving any post-entry institutional training. Further, several new all-India and Class I Services are being created. We recommend that entrants to these Services should be given post-entry training on lines similar to the foundational course at the National Academy of Administration. As existing facilities for such training may not be adequate, a new institution should be established.

3.5.3 Similar training arrangements should be made for direct recruits to the Class II Services. We understand that Section Officers receive a 'foundational' type of training course at the Secretariat Training School. Where the numbers involved are so small that a Service can not have separate training facilities, joint institutions may be set up, or the new entrants deputed to the Secretariat Training School.

3.5.4 The capacity of the Secretariat Training School should be expanded so as to cover the entire annual intake of clerical categories in the Delhi Region and similar institutions should be set up in areas which have large concentrations of Central Government offices. Certain other suggestions received from the Director of the School, for its improvement, have been indicated in Appendix XV.

3.5.5 The National Academy of Administration at Mussoorie serves two purposes: (i) running the foundational course for new recruits to the All-India and Central Class I Services (Non-technical) and, (ii) providing professional training for probationers of the Indian Administrative Service. We feel that there is no particular benefit in combining these two functions, especially as the large numbers at the foundational course adversely affect the individual attention that the new entrants need. It would be desirable that the National Academy of Administration should cater only to the foundational course and each Class I Service including the Indian Administrative Service, should have a separate training college of its own on the lines of the Central Police Training College. These institutions are necessary for carrying out research into the special administrative or technical problems and training techniques required by each Service. If the foundational course institution and the professional training of the I.A.S. officers are conducted in the same

campus on grounds of convenience, separation of the two institutions should be effected to the maximum extent practicable.

3.5.6 In the States : In the States, local conditions may demand specific training facilities to a greater extent than others, such as the Fishery School in Kerala or the Forestry School in Madhya Pradesh. However, there are many areas, such as Police and Revenue Administration, Secretariat and Accounting services, which are common to all States. Where numbers are sufficiently large, the States should set up their own training institutions. Where they are not and in cases where facilities are expensive or training staff difficult to find, or where training in advanced techniques is needed, adjacent States should come together and set up common institutions. These common institutions should be actively promoted by the Training Division.

3.5.7 The Team's attention was drawn to the difficulty felt by certain Governments in recruiting trained Typists and Stenographers. We have already recommended in the chapter on Recruitment measures for development of these skills in potential conditions. These facilities, combined with incentives for increased productivity, should be used to develop these skills in the serving employees.

Recommendations :

(a) At the Centre :

(1) Institutional training facilities should be provided for the higher technical Services as also for the new all-India and Central Class I Services that are being created in order to provide a foundational course on the lines of the National Academy of Administration, Mussoorie.

(2) The National Academy of Administration should provide only the foundational course common to all non-technical Class I Services. Each Class I Service should set up its own training institution. The professional training for the Indian Administrative Services should also be conducted at a separate institution.

(3) 'Foundational' type post-entry training course should be given to all direct recruits to the Class II Services.

(4) The facilities of the Secretariat Training School should be expanded and similar institutions should be set up in areas which have large concentrations of Central Government Offices.

(b) In the States :

(1) The Training Cells in the States should examine and correct the wide divergence of training facilities that now exists in the different States.

(2) Where conditions do not justify States establishing their own training institutions, neighbouring States should come together to establish common institutions. The training Division should actively promote this.

3.6 *Field Training*

3.6.1 *Sandwich courses* : Though on-the-job training is no longer sufficient to meet the demands made on civil servants, it must remain a very important part of all training programmes. The importance of attaching new recruits to experienced and competent officers, giving the latter guidelines on training and affording them enough time to attend to the training cannot be over-emphasized. To achieve the best results, the training institution of the Service concerned should be closely associated with the field training. We have discussed below this aspect, in some detail, for one of the superior Services.

3.6.2 After graduating from the National Academy of Administration, the I.A.S. probationer is posted to a district for practical training. In this period he works to a training programme and is attached for training to various revenue and other officers starting from the lowest. If this training is diligently given, the probationer will have no difficulty in assimilating higher training in due course. It has come to our notice that occasionally this training is not given for a variety of reasons, notably lack of time at the disposal of the Collector, due to his various duties. Whatever the reason may be, any weakness in this training will necessarily affect the probationer's future performance. We consider that it is necessary to re-orient the training of I.A.S. probationers in such a way that not only do they derive the maximum benefit from field training, but they also have opportunity of profitable discussion of their experience in field training at the National Academy. We suggest, therefore, that the training programme of I.A.S. probationers should be modelled as follows:—

✓ (i) The foundational training of four months should be followed by intensive training in Law over a period of two months. Introduction to district administration should also be given. During the foundational training and the subsequent period of two months the probationer should also study the language of the region to which he is allotted.

(ii) After this, the probationer should be sent to his State for a period of one year. During this period he should be assigned to a selected district under the special charge of an experienced and competent Collector to learn revenue and criminal administration and to acquire himself with the working of all departments in the district. He should work also as a Village Level Worker and Block Development Officer. Throughout this year he should devote himself to acquiring proficiency in the regional language. Also, during this period, he should be in constant touch with a tutor at the Academy who will also give him specific tasks, and perhaps one or two dissertations to write.

The training diaries of the probationer should be scrutinized by the Collector and Commissioner and should also be sent by the probationer to his tutor, who may give him such guidance as may be necessary, through the Collector. At the end of the district attachment, the probationer should go to the State Secretariat for a brief period of, say, three to four weeks, to get acquainted with the working at that level.

(iii) The probationer should then return to the Academy for a period of three to four months. During this period, syndicate studies based on tasks assigned to him and his dissertations should be held and instructions in advanced management skills imparted.

(iv) It is essential that during field training the probationer remains under the close observation of the Commissioner of the Division, or, where there are no Commissioners, of the Board of Revenue, so that proper guidance can be given to the Collector for the effective training of the probationer.

3.6.3 Similar programmes of training should, wherever possible, be worked out for the other superior Services, both at the Centre and in the States.

Recommendations :

(1) Field training is a very important part of all training programmes. New recruits should be attached for field training to experienced and competent officers, who should be given guidelines on training and afforded enough time to attend to the trainee.

(2) To achieve the best results, the training institution should be closely associated with field training.

(3) For the I.A.S. we have recommended a programme where the field training is sandwiched between two spells of institutional training at the Academy. Similar arrangements should be developed, wherever possible, for all the other superior Services at the Centre and in the States.

3.7 Probationary periods and language training.

3.7.1 *Weeding out the unsuitable:* The Team observes that very little use is made of the probationary period to weed out unsuitable candidates. This arises partly from a lack of attention to the assessment of the probationer and partly from a mis-placed sense of sympathy. This is bad not only for the Service, but also for the probationer himself if he is allowed to enter a career for which he is not suited. For the All-India and the Central and State Class I Services where confirmation of mis-fits can cause serious harm to the civil service as a whole, even greater care has to be taken.

3.7.2 It is essential that the Training Division and the Training Cells lay down a procedure for evaluation of probationers at all levels. We would recommend that the probationer should be assessed not only on the basis

of departmental examinations, if any, but also on his performance in the field as evaluated by all the officers responsible for the training, including the head of the training institution.

3.7.3 At present probationers of the higher Services are generally required to pass a professional examination at the end of the probationary period. We learn that probationers are given an unlimited number of chances for passing this examination. The number of chances availed of is really an index of the interest shown by the probationer in learning the work of the Service to which he is recruited. Persistent failure indicates that a probationer is likely to be a misfit. We recommend, therefore, that not more than two chances should be allowed and if a probationer fails to get through in these two chances, unless such failure has been due to unavoidable causes like illness, he should be rejected for the Service.

Recommendations :

(1) Greater care than hitherto, should be exercised in weeding out unsuitable candidates during the probationary period.

(2) The Training Division and the Training Cells should lay down a procedure for evaluation of probationers at all levels.

(3) The probationer should be assessed on the basis of departmental examinations and his performance in the field, as evaluated by all the officers responsible for the training, including the head of the training institution.

(4) Not more than two chances should be given for passing the departmental examination. Failure to pass the departmental examination should entail discharge from service.

Language Training

3.7.4 *Regional Languages:* More and more States are adopting regional languages, for administrative purposes. This may, possibly, result in the greater spread of regionalism which we deprecate. We support the present practice of allocating civil servants of the all-India Services to States irrespective of their domicile. To enable such officers to acquire proficiency in regional languages, we recommend that—

- (i) a probationer should not be confirmed till he has passed the lowest prescribed language examination;
- (ii) in order to encourage probationers to acquire increasingly greater proficiency in the regional languages, a system of graded examinations should be instituted. As an incentive for passing these examinations, officers should be given monetary awards, unless the language happens to be an officer's mother tongue;
- (iii) arrangements for teaching of regional languages at the training institutions should be improved.

3.7.5 Other languages: There is a scarcity of Class I and all-India Services officers who are conversant with the languages of the border and trans-border areas.

It is recommended that facilities and monetary incentives be provided to enable the members of these Services to gain proficiency in these languages. For this purpose greater use should be made of the School of Foreign Languages.

(1) A probationer should not be confirmed till he has passed the prescribed language examination.

(2) A system of graded examinations in all the regional languages should be instituted and candidates should be given monetary incentives to pass these examinations, in the language of the region to which they are assigned, unless it happens to be their mother tongue.

3.8 *Mid-career Training*

3.8.1 General : All civil servants need to be trained in two ways :—

(a) Improving their performance in their present jobs; and

(b) For assuming higher responsibility immediately before or after promotion.

For Class II and III. For Class II and III officers short periods at training institutions, such as the Secretariat Training School should be given for improving their functional skills. These could be substituted/supplemented by training teams conducting short courses in the departments.

Refresher Courses for Class I : For Class I officers institution of refresher courses, where their professional knowledge could be sharpened and new administrative techniques could be taught should be introduced. Such courses should be compulsorily given after the officer has done 5-7 years in the service.

Functional Training for promotion in the line: For officers of all Services who are considered fit for promotion in the line, functional training should be imparted immediately before or after promotion. This training should be carried out by the training institution of the Service concerned.

3.8.2 Staff training—A Civil Service Staff College: The existing practice of bringing officers of the Indian Administrative Service and a few of the non-technical Central Services as Under Secretaries to the Central Government in the early years of their career is detrimental to their development. The first eight or ten years of an officer's career should be spent in the actual practice of administration in the field to which he is recruited. We would, therefore, recommend that these officers should be brought in to the Central Secretariat only at the level of Deputy Secretary and above. This posting will, however, have to be preceded by strict selection and specific training in staff matters.

3.8.3 At the level of a Deputy Secretary to the Government of India and of comparable staff appointments' in the States and Central Departments, the nature of work differs basically from other areas of administration. It is in these posts that an officer is called upon to contribute towards the formulation of policies and, therefore, requires special training. For this purpose, we suggest that a Civil Service Staff College be established on the lines Staff College for the Defence Services at Wellington. Entry into the Staff College should be open to Class I Officers of non-technical as well as technical Services who have not less than nine and not more than twelve years of service. The entry shall be by a competitive examination to be conducted by the Union Public Service Commission. The examination should be designed to test the officer's clarity of thought, analytical abilities, comprehension of social, economic and political factors and power of expression. Any adverse entries in his record should be taken into account. Promotees to Class I posts, including Under Secretaries of the Central Secretariat Service, should also be allowed to take the Staff College examination after they have had at least five years' service in Class I, they may be allowed to take the examination between the sixth and eighth year of service in Class I.

3.8.4. We have not gone into details regarding the content of the staff course, but it should broadly cover instruction in personnel management financial management, project planning and evaluation, decision-making, report-writing, public relations, etc.

3.8.5. Staff appointments should, as a rule, go only to those who have qualified at the Staff College. The career of such officers will have to be planned. After a tenure in the Secretariat, they should be given field postings, including appointments in the public sector enterprises, so as to diversify their experience and prepare them for assuming higher-staff responsibilities.

3.8.6 *Training in Management*: For officers of the level of senior Deputy Secretary or a junior Joint Secretary and for equivalent officers in field organisations, it is necessary that they not only be given advanced training in management skills, but their outlook should also be broadened by bringing them into contact with managers in non-governmental fields like industry and commerce. The existing facilities in the Administrative Staff College at Hyderabad and the Management Institutes at Calcutta and Ahmedabad should be utilized for this purpose.

Recommendations.

(i) General

- (1) All civil servants should be trained for improving their performance and for assuming higher responsibility.**
- (2) This training should be carried out at the training institutions of the various Services and also by conducting short courses in the departments.**
- (3) For Class I officers refresher courses should be compulsory after 5—7 years of service.**

(ii) Staff Training.

(1) A Civil Service Staff College should be established for training officers for "staff appointments".

(2) Entry into the Staff College will be by competition amongst officers for all Class I Service having not less than nine and not more than twelve years' service.

(3) Promotees to Class I will be eligible for the examination between the sixth and eighth years of Class I Service.

(4) Staff appointments should, as a rule, go only to those who have qualified at the Staff College.

(5) After a tenure in the Secretariat, the field postings of those trained in Staff College should be so designed as to equip them for higher staff responsibilities.

(iii) Training in Management.

Senior Deputy Secretaries, Junior Joint Secretaries and equivalent officers in the field organisations should be given higher management training in the Administrative Staff College and the Management Institutes.

Off the job training.

3.8.7 Liberalisation of Study Leave Rules: We have so far dealt with that aspect of training which is directed towards increasing skill of the civil servant in his job. There are other means of training which can be described as off-the-job and which have been practised with considerable benefit in foreign countries, especially the U.S.A. and the U.K. Such training enables a civil servant to break away from his routine for spells of a year or two and spend it at a university or other institution of learning in pursuit of studies or research which, though not directly connected with his work in Government, would nevertheless broaden his perspective. In India too, the benefit of allowing civil servants to go on study leave has been recognized for a long time and on the recommendations of the Second Pay Commission the terms for grant of study leave were liberalized in 1961. Yet there does not appear to be any great demand for this facility. This is because the conditions under which study leave can be taken are not liberal enough. For example, the emoluments of the civil servant going on study leave are limited to half his salary or Rs. 750 whichever is lower. He also loses the benefit of residential accommodation if it has been provided by Government. We think that it would be in the interest of the public service that more civil servants should take study leave to avail of the concession. We suggest that the study leave terms be

liberalized further on the following lines :—

- (a) The maximum period of study leave should be two years.
- (b) For the first year full salary should be paid.
- (c) In addition, earned leave should be given up to maximum of six months.
- (d) The balance of the period, if any, may be on half-pay, without the present ceiling of Rs. 750 p.m.
- (e) The normal housing facilities should be allowed during the period of study leave.
- (f) If the field of study leads to a degree or diploma, this, by itself, should not be a bar to the grant of leave.

To minimise misuse of this facility, we recommend that the officer be required to submit periodically a progress report through the head of the institution.

3.8.8 Fellowships at Indian Universities: Fellowships should be instituted by Government in selected Indian universities for research in the social sciences and technical subjects. Civil servants should be selected for these fellowships on a competitive basis, the selection being made jointly by Government and the university concerned. The amount of the fellowship should be sufficient to cover the additional expenditure that the officer would incur.

3.8.9 Attachment to Industry : It has been suggested that in the context of a planned economy, there should be an exchange of personnel between Government and industry in selected spheres, so that each may understand the problems of the other. Such an interchange would normally take place at the middle management levels. We agree with this suggestion; but in the present circumstances it may not be possible to implement it in areas covering the regulatory functions of Government. However, a beginning can be made by sending of officers to organisations of industry and trade, where they can gain a knowledge of industrial and commercial practices. For example, officers could be deputed to the Federation of Indian Chambers of Commerce and Industry or the All India Manufacturers' Organisation. Similarly, managers in private industry and trade can be brought in to organisations like the Planning Commission, where they can gain an insight into the working of Government.

Recommendations :

- (1) Study leave is an important part of training and Study Leave Rules should be liberalized to induce civil servants to take advantage of them.

(2) Fellowships should be instituted by Government in Indian universities for research in social sciences and technical subjects by selected civil servants.

(3) Exchange of personnel between Government and industry would be of considerable advantage. To begin with, a few officers may be deputed to organisations of industry and trade. Similarly, managers in private industry may be brought into organisations like the Planning Commission.

3.9. *Resources—Men and Money.*

3.9.1 The single most important tool that is needed to improve the efficiency of Government administration is to have a well-considered and well-based programme of training at all levels. If such a training programme is to be effectively implemented, adequate resources should be allocated.

3.9.2 *Finance* : The Second Hoover Commission which considered, among other things, the subject of training of civil servants in the U.S.A., came to the conclusion that the optimum expenditure on training of civil servants should be 1 per cent of the wage bill. Our expenditure is only of the order of 0.4 per cent (Appendix XVI). Considering the leeway that we have to make and the weak educational base from which our recruits are drawn and the urgency of improving the functional skills and productivity of the public services, we feel that much higher levels of expenditure will be needed for many years to come.

3.9.3. *Training reserve*: The creation of training facilities will have no meaning if appropriate training reserves are not provided in all Services. It must also be ensured that training reserves are available in each sizeable organisation and that they are utilized for the purpose for which they are meant. The Training Division at the Centre and the Training Cells in the States and in Central Departments should keep the position under constant review.

Recommendations :

(1) There must be a well-considered and wide-based programme of training at all levels.

(2) Adequate resources must be allocated for creating the required training facilities.

(3) An adequate training reserve must be provided in all sizeable organisations and it should be ensured that it is utilized for the purpose for which it is meant. The Training Division and Training Cells should keep the position under constant review.

SUMMARY OF RECOMMENDATIONS

CHAPTER I

Planning for Recruitment.

In all established Services and, to the extent practicable, for other requirements, of personnel of Government, the recruitment rate should be determined on the basis of triennial reviews and of projections of the likely rate of growth over the next five years. In addition, correctives should be applied annually in the light of any fresh development. (Para 1.1.1)

Availability

2. (a) In categories in which there is insufficient response from candidates and particularly those requiring attainment of special skills, arrangements for securing the requisite number of personnel should be made. Where necessary, these arrangements may include the promotion of facilities for pre-entry training. (Para 1.2.1)

(b) In the scarce or highly specialized categories among Class I Services, advance planning of requirements with facility for acquiring the requisite specialisation should be undertaken. In suitable cases officers already in service should be given training in the specialized fields. (Para 1.2.3)

(c) For the requirements of the difficult areas, the cadres of the established Services should be suitably expanded and liability for service in these areas made compulsory.

Better Publicity.

3. Steps should be taken to publicize among the young graduates the types of careers open in Government service. Some of these would be the bringing out of suitable publicity material and talks to degree and Post-graduate students by senior Government officers. (Para 1.4.2)

Mobility in the Services

4. (a) The mobility in the Services which the proposed Civil Service Staff College would provide should be publicized. (Para 1.4.3.)

(b) A Government servant should be allowed to quit the service after a tenure of fifteen years, with proportionate pensionary benefits. (Para 1.4.4.)

Opportunities for Study Abroad.

5. More opportunities should be created for Government servants to visit foreign countries to study their administrative systems and practices, either on the Government's own initiative or through a scheme of interchange with officials of foreign countries. (Para 1.4.5.)

An attractive Recruitment Method

6. As a measure for making the competitive examination more attractive to the better class university graduates an alternative method of entry should be provided. The following should be the essential features of this method:—

(i) Admission to the examination should be restricted to graduates who have secured at least 55% aggregate marks at their first Degree examination.

(ii) The candidates should take a written examination of three papers, namely English Essay, a General English paper designed on the lines of the general papers for the Method II examination of the U.K., and a General knowledge paper.

(iii) Candidates whose performance at the written examination is found to be satisfactory, should be sent to a Screening Board to undergo a series of tests and interviews.

(iv) Candidates who make the grade at the Screening Board should then go for an interview before the main Selection Board of the Union Public Service Commission.

(v) To begin with, recruitment by this method may be restricted to 25% of the vacancies in all-India and the Central Class I Services fed by the Combined Competitive Examination. After some experience has been gained it may be possible to increase the percentage.

(vi) The working of the alternative scheme of examination should be reviewed initially at the end of three years to ascertain whether it secures improved response. A further review should be made after the scheme has worked for about 10 years to assess comparative performance of candidates recruited by the two methods. (Para 1.4.9)

Age limits

7. (a) It is not necessary to make any general relaxation in the Upper age limit prescribed for the higher services. However, for candidates with a Ph.D., the upper age limit should be raised to 26 years. The relaxation should apply to both the existing method of competitive examination and the alternative method recommended by us. (Para 1.5.1)

(b) The age limits for the Combined Competitive Examination should be changed to 20-24 for all Services and that not more than two effective chances should be allowed at the examination. If a candidate succeeds in getting into any of the Services, he should be allowed a chance to improve his position only in the next consecutive examination and not later. (Para 1.5.4.)

Limited Competitive Examination

8. (i) Upto 10% of the vacancies occurring each year in the all-India and Central Services Class I (non-technical) may be filled through a limited

Competitive Examination among serving Government servants who are not in Class I Services provided candidates of the requisite standard are available.

(ii) The age limits for this examination should be 26-32. The other essential requirements should be a recommendation of the Department/ State Government, the possession of a Degree with at least 50% marks at the first Degree examination and five years of continuous service under the Central or State Governments.

(iii) The examination should be similar to the written part of the alternative method recommended by us for the Combined Competitive Examination followed by an extended interview and an assessment of the service records.

(iv) Each candidate will be allowed only one chance at this examination.
(Para 1.5.6)

Lateral entry

9. There should be a provision for lateral entry at higher levels in posts which require specialist knowledge or experience not normally available in the established services and in the technical Services.

CHAPTER 2

PUBLIC SERVICE COMMISSION

Need for Preservation of Independence

10. The Public Service Commissions should not become an arm of the executive and should remain independent.

Annual Reports

11. (a) The Annual Reports of the Public Service Commissions should be published regularly and placed promptly before the legislature.

(Para 2.2.3)

12. (b) If, as suggested by the Estimates Committee of Parliament in its 93rd Report, a Standing Committee of Parliament is established for scrutinizing rules framed by Government on service conditions of public servants; we would suggest that this Committee should also scrutinize the Annual Reports of the Union Public Service Commission and make its own report to the two Houses. Similar Standing Committees should be set up in the States.

(Para 2.2.4.)

Exemption from Consultation.

13. (i) Exemption from consultation with the Public Service Commission should be made sparingly.

(ii) State Governments should establish a convention of consulting the Public Service Commission before granting the exemption as is done by the Union Government *vis-a-vis* the Union Public Service Commission.

(iii) All exemptions should be reviewed once in five years in consultation with the Public Service Commission. (Para 2.3.3.)

Departmental Service Commission

14. (i) Departmental Service Commissions modelled on the pattern of the Railway Service Commissions should be set up for recruitment of Class III and Class IV posts excluded from the purview of the Public Service Commissions.

(ii) The members of the Departmental Service Commission should be appointed in consultation with the Public Service Commission. (Para 2.4.1)

Recruitment to Quasi-Government Institutions.

15. All institutions which are entirely financed by Government (other than the public sector undertakings) should recruit their personnel through one of the following agencies:—

(i) The Union Public Service Commission.

(ii) A commission established by the concerned institutions on the lines of the Railway Service Commissions; or

(iii) an inter-organisational set up. (Para 2.4.2)

Appointment of Chairman and Members of a Commission

16. (a) In making appointments to the State Public Service Commission, the State Government should be advised by a panel consisting of:

(i) the Chairman of the Union Public Service Commission or his nominee;

(ii) the Chairman of the State Public Service Commission (even in the appointment of his successor); and

(iii) a nominee of the State Government. (Para 2.5.7.)

(b) In making appointments to the Union Public Service Commission the Central Government should be advised by a panel consisting of:—

(i) the Chairman of the Union Public Service Commission (even in the appointment of his successor);

(ii) the seniormost serving Chairman of the State Public Service Commission; and

(iii) a nominee of the Central Government. (Para 2.5.8)

(c) It is desirable that the State Governments establish a convention that at least one Member of the State Public Service Commission is appointed from outside the State. (Para 2.5.9.)

Conditions of Service of Chairman/Members

17. (a) The emoluments of the Chairman and Members of the Union Public Service Commission should be the same as that of the Cabinet Secretary and a Secretary, respectively. In the States, the emoluments of the Chairman and Members of the public Commissions should be the same as those of the Chief Secretary and Secretary to the State Government, respectively. (Para 2.6.3)

(b) Provision may be made for grant of pension to such of the retiring Members of the Public Service Commissions as now not entitled to it. As far as possible, the rates should be uniform. (Para 2.6.4.)

(c) In order to dispell the atmosphere of suspicion and to attract comparatively young and able men, the existing restrictions on employment of the Chairman or other Members of a Public Service Commission under Government on ceasing to hold office may be removed. (Para 2.6.7.)

(d) The age upto which the Chairman or other Members of the State Public Service Commission can hold office may be raised to 65 years by amending the relevant provisions of the Constitution. (Para 2.6.8)

Secretariats of the Commission

18. (a) Officers of the Secretariats of the Public Service Commissions should be placed in a hierarchy with the secretary one rung below a Member and so on.

(b) Secretariats of the Commissions should be staffed with competent personnel in adequate numbers.

(c) In order to provide better avenues of promotion, staff of the Commission should be part of the Government Secretariat. Transfers between the Commission and the Government Secretariat should be made invariably in consultation with the Chairman of the Public Service Commission.

(Para 2.7.3)

Contact between U.P.S.C. and State P.S.Cs.

19. (a) (i) There should be a conference of the Chairman of the Union Public Service Commission and the Chairman of the State Public Service Commissions at least once a year or once in two years.

(ii) The Chairman of the State Public Service Commissions should be associated more often in the selections made by the Union Public Service Commission. (Para 2.7.5.)

(b) Officers of the State Public Service Commissions should be attached for brief periods to the Secretariat of the Union Public Service Commission for watching and learning recruitment work. (Para 2.7.6.)

Research Cells.

20. (i) There should be a well-organised Research Cell in each Public Service Commission to collect and interpret all data regarding recruitment.

(ii) University faculties and institutes of public administration should be encouraged to use these data for research. (Para 2.7.7)

Disciplinary matters.

21. If Appellate Tribunals are created for hearing appeals in disciplinary matters, the present functions of the Public Service Commissions in such matters should cease. We do not agree with the recommendation of the Study Team on Administrative Tribunals that only appeals against three major penalties should go to the Tribunals and in the case of the other penalties the Public Service Commissions should continue to be consulted.

(Para 2.8.3)

Delays in recruitment

22. In order to avoid delays in recruitment, the following steps should be taken :—

- (i) The requisitions for recruitment should be handled at sufficiently high levels in Government and in doubtful cases and, particularly where recruitment rules have not been framed, informal consultation with the Public Service Commission should be made. The tendency to overpitch the requirements of qualifications should be discouraged.
- (ii) The Public Service Commissions should have their own examination halls.
- (iii) The attestation form should be sent to the authorities concerned directly by the Public Service Commission.
- (iv) The verification procedure itself should be expedited, the ideal being that not more than a week should be taken by each authority expected to report on the antecedents, viz., the District Police, the District Magistrate and the D.I.G. (C.I.D.). The replies should come not to the Public Service Commission but to Government.
- (v) As rejections on the basis of verification reports are most infrequent, there is every reason to have the medical examination completed and appeals, if any, decided in the time taken for verification of character and antecedents.

- (vi) The practice in the Government of India for the Combined Competitive Examination should be introduced in the States. All successful candidates should automatically indicate their final preferences within ten days of the publication of the result, failing which the preferences given in the application form will be treated as final.
- (vii) The appointment letters should be issued immediately after the above formalities are completed. (Para, 2.9.1.)

Delays in Promotion cases

23. Cases regarding promotion and of fixation of seniority should be referred to the Public Service Commissions with complete supporting data. (Para 2.9.2)

Departmental Examinations

24. Departmental Examinations for purposes of promotion, confirmation or tests of proficiency, should be the sole concern of the departments themselves. Provided that for purposes of promotion from Class II to Class I cadre, a regular system of promotion examinations, to be conducted by the Public Service Commissions, should be instituted and the examination branches of the Commissions suitably strengthened for the purpose. (Para 2.9.3)

Temporary Posts

25. While advertising temporary posts, the Public Service Commissions should indicate the likely period of continuance of the posts. (Para 2.9.4)

Cases of Re-employment

26. In respect re-employment of those classes or posts which come within the purview of the Public Service Commissions, a prior reference to the Public Service Commission should be insisted upon before sanctioning re-employment. (Para 2.9.5)

Library Facilities

27. Every Public Service Commission should have a good library and the services of a Reference Librarian. (Para 2.9.6)

CHAPTER 3

Training objectives

28. (a) Formal training should be compulsory for all civil servants in class I, Class II and Class III and for some categories of Class IV employees.

(b) In the case of class I officials, the emphasis must move increasingly to imparting conceptual skills. (Para 3.3.1)

(c) All civil servants who come into contact with the Public should be given training in public relations. (Para 3.3.2)

Training Division

29. (a) Training Division proposed to be set up by the Central Government should be established with all speed. (Para 3.4.1)

(b) It should be a part of the Central Personnel Agency. (Para 3.4.3)

Training Cells

30. States and Departments of the Central Government should set up Cells exclusively devoted to training and put them directly under the charge of the Chief Secretary or the Head of the Department. (Para 3.4.4)

Post-entry Training

31. (a) Institutional training facilities should be provided for the higher technical services as also for the new all-India and Central Class I Services that are being created in order to provide a foundational course on the lines of the National Academy of Administration, Mussoori. (Para 3.5.2)

(b) The National Academy of Administration should provide only the foundational course common to all non-technical Class I Services. Each Class I Service should set up its own training institution. The professional training for the Indian Administrative Service should also be conducted at a separate institution. (Para 3.5.5)

(c) 'Foundational' type post-entry training courses should be given to all direct recruits to the Class II Services. (Para 3.5.3)

(d) The facilities of the Secretariat Training School should be expanded and similar institutions should be set up in areas which have large concentration of Central Government offices. (Para 3.5.4)

Common Training Institutions

32. Where conditions do not justify states establishing their own training institutions, neighbouring States should come together to establish common institutions. The Training Division should actively promote this. (Para 3.5.6)

Field Training

33. (i) Field training is a very important part of all training programmes. New recruits should be attached for field training to experienced and competent officers, who should be given guidelines on training and afforded enough time to attend to the trainee.

(ii) To achieve the best results, the training institution should be closely associated with field training,

(iii) For the I.A.S. the field training should be sandwiched between two spells of institutional training at the Academy. Similar arrangements should be developed, wherever possible, for all the other superior Services at the Centre and in the States. (Para 3.6.1)

Weeding out the Probationers

34. (a) Greater care than hitherto, should be exercised in weeding out unsuitable candidates during the probationary period. (Para 3.7.1)

(b) The Training Division and the Training Cells should lay down a procedure for evaluation of probationers at all levels. (Para 3.7.2)

(c) The probationer should be assessed on the basis of departmental examinations and his performance in the field, as evaluated by all in the officers responsible for the training, including the head of the training institution. (Para 3.7.2)

(d) A probationer should be allowed not more than two chances for passing the departmental examination. Failure to pass the departmental examination should entail discharge from service. (Para 3.7.3.)

Language Examinations

35. (a) (i) A probationer should not be confirmed till he has passed the prescribed language examination.

(ii) A system of graded examinations in all the regional languages should be instituted and candidates should be given monetary incentives to pass these examinations, in the language of the region to which they are assigned, unless it happens to be their mother-tongue. Arrangement for teaching of regional languages at the training institutions should be improved. (Para 3.7.4.)

(b) Facilities and monetary incentives should be provided to enable the members of the Class I and all-India Services to gain proficiency in languages of the border and trans-border areas. For this purpose, greater use should be made of the School of Foreign Languages.

(Para 3.7.5)

Mid-Career Training

36. (i) All civil servants should be trained for improving their performance and for assuming higher responsibility.

(ii) This training should be carried out at the training institutions of the various Services and also by conducting short courses in the departments.

(iii) For Class I officers, refresher courses should be compulsory after 5-7 years of Service. (Para 3.8.1)

Staff Training

37. The existing practice of bringing the officers of the I.A.S. and Central Services Class I as Under Secretaries in the Central Secretariat should be discontinued. These officers should be brought in to the Central Secretariat only at the level of Deputy Secretary and above after a strict selection and specific Training. (Para 3.8.2)

Staff College

38. (i) A Civil Service Staff College should be established for training officers for "Staff appointments."

(ii) Entry into the Staff College should be by competition amongst officers for all Class I Services having not less than nine and not more than twelve years' service.

(iii) Promotees to Class I will be eligible for the examination between the sixth and eighth years of Class I Service. (Para 3.8.3)

Staff appointments

39. (i) Staff appointments should, as a rule, go only to those who have qualified at the Staff College.

(ii) After a tenure in the Secretariat, the field postings of those trained in the Staff College should be so designed as to equip them for higher staff responsibilities. (Para 3.8.5)

Training in Managements

40. Senior Deputy Secretaries, junior Joint Secretaries and equivalent officers in the field organisations should be given higher management training in the Administrative Staff College and the Management Institutes.

(Para 3.8.6)

Liberalisation of Study Leave Rules

41. Study Leave Rules should be liberalized to induce civil servants to take advantage of them. (Para 3.8.7)

Fellowships Indian Universities

42. Fellowships should be instituted by Government in Indian Universities for research in social sciences and technical subjects by selected civil servants. (Para 3.8.8)

Attachment to Industry

43. Exchange of personnel between Government and industry would be of considerable advantage. To begin with, a few officers may be deputed to organisations of industry and trade. Similarly, managers in private industry may be brought into organisations like the Planning Commission. (Para 3.8.9)

Training Programmes

44. There must be a well considered and wide-based programme of training at all levels. (Para 3.9.1)

Resources for Training

45. Adequate resources must be allocated for creating the required training facilities. (Para 3.9.2)

Training Reserve

46. An adequate training reserve must be provided in all sizeable organisations and it should be ensured that it is utilized for the purpose for which it is meant. The Training Division and Training Cells should keep the position under constant review. (Para 3.9.3)

ACKNOWLEDGEMENTS

Before concluding our Report, we wish to express our thanks to the various individuals and Government departments who have spared their time and energy for either conferring with us, or making available information asked of them.

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We would also like to express our appreciation of the co-operation and hard work of the staff of the Study Team, which consisted of Sarvaahri P. G. Lele, S. N. Swaroop and J. S. Devasthali, and of the help received from Shri R. K. Narula, Reporter, in typing work.

(S. P. P. Thorat)	..	..	<i>Chairman</i>
(P. K. Dave)	..	..	Member.
(M. D. Misra)	..	..	Member.
(V. G. Rajadhyaksha)..	..	..	Member.
(A. V. Rao)	..	..	Member.
(S. H. Zaheer)	..	..	Member.
(A. V. Seshanna)	..	..	<i>Secretary.</i>

APPENDICES

APPENDIX I

List of All-India and Central Class I (Non-technical) Services for which the U.P.S.C. recruits directly through a combined competitive examination

A—All India Services

1. The Indian Administrative Service.
2. The Indian Police Service.

B—Central Services, Class I.

3. The Central Information Service.
4. The Indian Audit & Accounts Service.
5. The Indian Customs & Central Excise Service.
6. The Indian Defence Accounts Service.
7. The Indian Foreign Service.
8. The Indian Income Tax Service.
9. The Indian Ordnance Factories Service (Non-technical).
10. The Indian Postal Service.
11. The Indian Railway Accounts Service.
12. The Indian Railway Traffic Service.
13. The Military Lands & Cantonments Service, Class I.

APPENDIX II

Comparative study of the quality of recruits to the all-India and Central Services, Class I (Non-technical) in the years 1950-55 and 1960-65

A study was undertaken some time back to analyse the percentage of the graduates to the entire graduate population of the whole country who competed in the I.A.S. etc. examinations during various years. It was found that during the years 1950 to 1955, the total number of graduates with Arts and Science degrees produced in the country was as follows :—

I Class	II Class	III Class	Total
11,445	71,680	2,02,971	2,86,099
Average annual production of graduates 47,683			

During the same period the total number of graduates who took the I.A.S. etc. examinations was as follows (annual average) :—

I Class	II Class	III Class	Total
554	1,766	1,151	3,471

Reduced to percentage, it is found that roughly 29 per cent of the total First Class graduates produced in the country competed for the I.A.S. etc. examinations during those years.

The corresponding figures for the years 1960-65 are not available for all the items. However, figures exist for the total number of First Classes turned out by the universities and the number of these First Classes who took the I.A.S. etc. examinations for the years 1959 to 1964. These are given below :—

Year	*Total No. of I Class graduates turned out by the universities	*No. of I Class graduates who appeared at the I.A.S. etc. Examination
1959	6,434	818
1960	7,370	749
1961	7,526	712
1962	8,594	630
1963	6,491	480
1964	9,333	457
TOTAL	45,748	3,846
Annual average	..	641

*Source : Ministry of Home Affairs.

APPENDIX II—*Contd.*

Reduced to percentage, it will be seen that about 8·4 per cent of the total First Class graduates competed for the I.A.S. etc. examinations during 1959 to 1964.

From the table immediately above, two trends are clear, viz., that except for the freak year 1963, the number of First Class graduates turned out by the universities is steadily increasing, and the number of First Class graduates appearing at the I.A.S. examination is decreasing even in numerical terms.

The following table gives the breakdown of candidates who entered the various Services during the years 1960 to 1965 according to the Class obtained by them in their degree examinations. (Two thirds of these are post-graduates, but for facility of comparison with a study made for the years 1950 to 1955, only the Class obtained by the candidates at the first degree, viz., B.A., B.Sc. or Honours, has been taken into account).

1960-65				
Name of Service	Total intake	Class obtained		
		I	II	III
1	2	3	4	5
I.A.S.	658	230(35%)	349(53%)	79(12%)
I.F.S.	90	27(30%)	50(55·5%)	13(14·5%)
I.P.S.	446	67(15%)	260(58·3%)	119(26·7%)
Central Service (Cl.I). .	799*	178(22·28%)	455(56·94%)	166(20·78%)

*The total intake is 862. Details in respect of 63 candidates are not available.

The following was the position for the years 1950 to 1955 :—

Name of Service	Total intake	Class obtained		
		First	Second	Third
I.A.S.	246	143(58·1%)	97(39·4%)	6(2·5%)
I.F.S.	39	20(51·3%)	18(46·1%)	1(2·6%)
I.P.S.	228	78(34·2%)	136(59·6%)	14(6·2%)
Central Services (Class I) .	573	225(39·3%)	325(56·7%)	23(4·0%)

A comparison of the two tables given above shows that the percentage of First Class element has fallen by 23·1 per cent in the I.A.S., 21·3 per cent in the I.F.S., 19·2 per cent in the I.P.S., and 17·02 per cent in the Central Services, Class I, with a simultaneous rise in Third Classes of 9·5 per cent, 11·9 per cent, 20·5 per cent, and 16·78 per cent, in these Services, respectively.

The study is helpful in ascertaining whether the higher non-technical Services are getting a fair share of the best products of the universities. What constitutes a fair share is, of course, a matter of opinion. However, a comparison with the United Kingdom, in this respect, could provide some guidance, considering that their system of recruitment is generally the same as ours. A reading of a sample survey of graduate employment in the U.K. undertaken a little more than ten years ago suggests that about 4 per cent of the First Class graduates enter the Administrative Class. It was considered at that time (1955) that this

APPENDIX II—*Contd.*

constituted a fair share of the cream of the universities. In the survey undertaken in India for the period from 1950 to 1955 it was found that for all the higher Services taken together *i.e.*, I.A.S., I.P.S. and the Class I (Non-technical) Central Services, the proportion of First Class graduates recruited each year was, on the average, 4·1 per cent of the total production. For the years 1959 to 1964 the share of these Services in the total outturn of First Classes has been only about 1 per cent. It is true that the number of First Classes turned out during these years was about four times that for 1950-55. However, since the number of vacancies filled had simultaneously doubled itself, the share ought to have been at least 2 per cent. It is actually half that percentage, indicating thereby a rather steep fall in average quality as compared to the corresponding years of the previous decade.

APPENDIX III

Description of Method II Examination for Recruitment to the Administrative Class in the United Kingdom

Method II is in three stages and, unlike Method I, eliminates candidates at each stage :—

- (i) A short written examination consists of two papers in English, two General papers, and an Intelligence Test. On the results of this examination and (for those with borderline marks) an assessment of their achievements at school and university, candidates are invited to the Civil Service Selection Board (C.S.S.B.) Normally about half the candidates qualify for C.S.S.B.
- (ii) A series of tests and interviews at C.S.S.B. lasts two and a half days, and include written tests, group discussions and committee work, psychological tests, and personal interviews with the individual members of the directing staff. (A fuller description of C.S.S.B. is given in the following pages). On the candidates' performance at C.S.S.B. and their school and university achievements the Commissioners select those for final interview. Normally about three-quarters of the candidates at C.S.S.B. go forward.
- (iii) An interview by the Final Selection Board, which like the final Interview Board of Method I is under the chairmanship of the First Civil Service Commissioner, determines the candidate's place in the competition. The Final Selection Board awards a mark out of a maximum of 300 for intellectual and personal qualities. The Final Selection Board takes into account the same kinds of evidence as the Final Interview Board and, in addition, the candidate's performance in the Method II written examination together with the detailed assessment made by C.S.S.B. of the candidate's intellectual and personal qualities and its recommendations on his suitability for appointment.

Applications for Method II must normally be submitted by the end of November, though late applications may be accepted. The written examination is held in early January, and C.S.S.B. and the Final Selection Board run from February to early May; the results are published in May. A provisional indication of whether they are likely to be successful is given to candidates shortly after their final interview. Candidates for the Administrative Class by Method II must have, or obtain in the year of competing, a university degree with at least second class honours before they are finally declared successful. Candidates in the corresponding competition for the Foreign Service may, if they lack a second class honours degree, qualify by reaching an equivalent standard in the academic subjects of the Administrative Class Method I examination.

THE CIVIL SERVICE SELECTION BOARD (C.S.S.B.)

1. *The nature of the task*

C.S.S.B. is advisory. It tests the candidates who qualify in the Administrative Class Method II and Foreign Service written examination, presents to the Final Selection Board a report on each candidate, and suggests a mark based on all the available evidence.

Candidates are tested during two and a half days in groups of 6 or 7; normally two groups attend C.S.S.B. at the same time. Three members of the Directing Staff act as assessors to each group a Group Chairman, a Psychologist, and an Observer.

APPENDIX III—*Contd.*

The evidence which is available to the Directing Staff includes an outline of the candidate's career, reports of his achievements at school, university, and in the Forces, and reports from two referees named by him as knowing him well in private life; the marks obtained in the written examination and comments by the examiners of the separate papers; and an appraisal by the Examination Directorate of the Civil Service Commission of each candidate's work in the written examination as a whole.

2. *The tests*

The tests at C.S.S.B. fall into three groups :—

(a) "Analogous" and other Practical Exercises.

- (i) The two main "analogous" exercises bear some analogy to the work which a successful candidate will have to do in the public service. Both are based on a lengthy dossier describing a situation which, although imaginary, has a substantial basis in fact. In the first exercise the candidates study the dossier and write an answer to a question of policy arising from it. The second is an oral exercise in which the candidates form a committee to study a number of problems related to the central theme of the dossier. Each candidate is allotted a problem and takes the Chair to expound his problem and to guide his committee to a solution; when not in the Chair he is a member of the Committee. These exercises provide some evidence of intellectual quality, practical ability, and judgement; in addition the committee exercise should display each candidate's personality, and in particular his effectiveness in dealing with his fellows in discussions and arguments.
- (ii) There are two other oral exercises. The first is a meeting at which the group discuss informally amongst themselves a topic of current importance. This takes place on their first day at C.S.S.B., and helps to break the ice. Assessments of candidates at this stage are tentative. A second somewhat similar exercise is held later. This is the Symposium, for which the candidates are re-arranged into two new groups, and discuss some half-a-dozen topics of a wide variety, including possibly one of a light or humorous nature. It aims to test effectiveness in discussion, range, and adaptability.
- (iii) There are two short written exercises, one designed to test the candidates' ability to handle a delicate situation requiring judgement and integrity, the other to test the candidates' ability to draft clear instructions.
- (iv) After the other tests each candidate is asked to rank his fellow candidates in order of preference as civil servants and, separately, as holiday companions. This mutual ranking provides some evidence about the impact of each candidate upon his contemporaries (as distinct from his impact on the Directing Staff) and about the ability of candidates to size up their fellows.

(b) Psychological Tests.

The most important of these are the "intelligence" or "cognitive" tests. They are designed to discount differences of age, education, and experience, and they seek to provide evidence of basic mental ability. They may also give clues to particular aspects of a candidate's ability, e.g., competence with figures. No candidate is assessed on his evidence alone (or, indeed, on

APPENDIX III—*Contd.*

any other single piece of evidence) but it helps to interpret other parts of his performance.

In order to provide some additional information about their personalities and attitudes, candidates are asked to write descriptions of themselves from a friendly and a critical point of view, and to answer a questionnaire concerned with their interests and experiences. These two exercises are not "tests" but are helpful to the Chairman and the Psychologist, answering in advance some of the questions usually asked at interview.

(c) Interviews.

Each candidate is interviewed separately by the Group Chairman, the Psychologist, and the Observer. The Observer is mainly concerned with the quality of the candidate's mind, the Psychologist with the candidate's life history and personality, and the Chairman with all aspects of the candidate, with particular emphasis on how he has spent his time since leaving school, on his leisure pursuits, and on his reasons for seeking to enter the public service.

3. *The Method of Assessment*

The Directing Staff discuss the candidates' performance at two interim conferences and at the final conference. The final conference is the occasion for pooling information, comparing views, and summing up. Taking one candidate at a time, each member of the Directing Staff gives a provisional mark and his reasons for that mark. Each member gives a comprehensive assessment of the candidate's strength and weaknesses, based on the evidence both of his performance at C.S.S.B. and of his record, and informs his colleagues of the candidate's performance in interviews and exercises at which the other members have not been present. Where there is a substantial difference of opinion, further discussion takes place and the evidence is considered afresh. This may lead either to an agreed verdict or to an "agreement to differ" which will be brought out in the reports. As a rule, however, there is no great difference between the verdicts of members of the Directing Staff on a candidate.

4. *The Reports for the Final Selection Board*

All three members of the Directing Staff write a report on each candidate for the Final Selection Board. These overlap less than might be expected, since each member has his own line of approach, and the final conference has given him an idea of the line that his colleagues will take. The reports seek to paint a picture of the candidate, to estimate his prospects of a satisfactory career in the public service, and to indicate the type of work at which he is likely to do best. The Group Chairman, when writing his own reports, has those of the Observer and the Psychologist before him. He co-ordinates their views whilst also expressing his own and summing up.

APPENDIX IV

Statement showing the number of the attempt at which candidates succeeded in the combined competitive examination for the non-technical higher services (includes Scheduled Castes and Scheduled Tribes)

1	2	3					
Service	Intake 1960-65	Number succeeding in different attempts					
		1st	2nd	3rd	4th	5th	6th
I.A.S. . . .	630*	271	249	97	7	6	..
		43·0	39·5	15·4	1·2	0·9	
I.P.S. . . .	446	195	174	56	19	1	1
		43·8	39·0	12·4	4·3	0·25	0·25
Cen. Secs. . .	763†	294	314	114	29	9	3
Class I . . .		38·5	41·1	15·2	3·8	1·1	0·3

*Details in respect of 28 more candidates not available (total intake 658).

†Details in respect of 99 more candidates not available. One of them has since resigned (total intake 862)

Sources : Ministry of Home Affairs for I.A.S. and I.P.S.
Concerned Ministries for Central Services, Class I.

APPENDIX V

Number of persons in Central Services, Class I and Indian Police Service who migrated to other Services during 1963-65

Sl. No.	Service	Total intake from 1963-65	Number migrated to			Total
			IAS/IFS	IPS	CS Cl.I	
1	2	3	4	5	6	7
1.	The Indian Customs & Central Excise Service .	53	2	..	..	2
2.	The Indian Defence Accounts Service . .	23	1	..	..	1
3.	The Indian Income Tax Service .	177	6	2	..	8
4.	The Indian Postal Service . .	51	1	1	..	2
5.	The Indian Police Service . .	235	18	..	2	20
6.	The Indian Railway Accounts Service . .	34	3	..	..	3
7.	The Indian Railway Traffic Service . . .	58	2	1	..	3
8.	The Military Lands & Cantonment Service .	5	2	..	..	2
TOTAL .		636	35	4	2	41

Source : Ministry of Home Affairs.

APPENDIX VI

Extracts from the Report of the Second Pay Commission relating to limited competitive examination

In the end, we suggest the introduction of a system of promotion, by a special competitive examination, that would provide to young officers in the Class II and III Services an additional opportunity to enter any of the Class I Services to which there is recruitment by a competitive examination. At present, those who fail to enter a particular Service, or Class of Service, on the result of the normal competitive examinations, "miss the buss" for many years, or even for good. It is well-known that there is an element of chance in examinations; and even apart from that, a person's mental development does not stop at the stage when he appears at the competitive examinations open to those within the age limits of 20—24 years. It may well be that a person who had failed to get into a higher Service may, after some years, develop mental and personal equalities which would make him eminently fit for that Service. Moreover, there is at present hardly any scope of promotion from a lower Service in one functional group of Services to a higher Service in another group. For instance, an officer in Class II of the Income Tax or Audit Service, cannot, once he is past the age of 24 years, enter the Indian Administrative Service. We made enquiries whether promotion by this kind of special competitive examinations was in vogue in any country, and we are informed that one-fifth of the vacancies in the Administrative Class in the United Kingdom are reserved for recruitment through a limited competition open to members of the Executive Class aged between 21 and 28 years. The examination is not of the academic type; it is the same as for Method II recruitment to the Administrative Class from young graduates. In France also, half the admissions to the National School of Administration are reserved for persons already in the public service who are between the ages of 24—30 and have put in at least 4 years' service. The admissions are made on the result of a competitive examination similar to, but not identical with, the competitive examination for university graduates. There are elements in both British and French systems which might in combination be suitable in Indian conditions.

The Union Public Service Commission holds a combined competitive examination every year for recruitment to the All India and Class I, and also some Class II Central Services. A proportion of the vacancies—perhaps about 10 per cent—in these Services may be set apart to be filled by another examination to be conducted by the Commission for serving civil servants. The age-limits may be between 24—30, and the qualifying service may be 5 years. It should be an essential part of the scheme that only those who are nominated by their departments should be permitted to take the examination: and the criteria for the departmental nominations should be not only good work and good conduct, but also exceptional promise. A university degree need not, however, be essential. Whatever safeguards are considered necessary to ensure fair nomination, such as a selection by a committee, may be adopted. The examination may be open not only to Central Government employees, but also to those working under the State Governments, public Corporations and other undertakings in the public sector. We are presuming that if a scheme of this sort is introduced, it would include the Indian Administrative Service/ Indian Police Service as well as the Class I Central Services. The examination papers should not be of the academic type but such as would test intelligence, power of observation, analysis and judgement, and knowledge and understanding of public affairs, etc.—in short, the kind of abilities that are required in the higher Services. About three times

APPENDIX VI—*Contd.*

as many candidates as there are vacancies, might be called for interview in the order of the marks obtained by them at the written examination. The maximum marks for the interview might not be more than half the total marks for the written papers; and the interview marks should be added to those obtained at the written examination to determine the final rank. The interview should be much longer than for the present All India and the Central Services examination, and the questioning as searching as possible. These are very broad ideas which would require closer examination if the general principle is found acceptable. A similar scheme for promotion to Class II Services would have to be different in some respects as to most of those Services there is no direct recruitment at present.

There is in force a provision allowing employees of certain departments to take two or three chances at the combined competitive examination beyond the normal upper age-limit. These employees are, however, eligible for selection only to the Class I Service of their department. The point in favour of this system is that the experience acquired by the successful candidates in a particular department is not lost to that department. But the system is open to certain criticisms. It makes a distinction between employees of one department and another, in that the privilege of appearing at an examination beyond the normal age-limit is available to employees of some departments but not of others. Further, it tends to divert the energies of the eligible employees towards preparation for an essentially academic sort of examination when they should be devoting all their energy to their official work. The scheme we have outlined is not open to these criticisms.

The scheme would permit some amount of lateral mobility which would bring into the higher Services a very valuable new element; and it might also reduce, to howsoever small an extent it may be, the barriers which divide the Services in one department from those in others. It would, in a measure, equalize as well as add to the chances of promotion to the higher Services of young officers of outstanding merit in the different Class II and Class III Services—to all of which the proposed limited competition would be open. We have felt called upon to suggest this scheme partly because we believe that its incentive value would be far greater than the number of promotions permissible under it might suggest.

APPENDIX VII

Professional background of the present members of the Union Public Service Commission

1. A member of the Indian Civil Service. Wide administrative experience.
2. An experienced administrator.
3. A well known educationist and a former member of a State Public Service Commission.
4. Ex-M.P. Formerly member of a State Public Service Commission and subsequently Chairman of the same State Public Service Commission.
5. A member of the Indian Service of Engineers. Wide technical and administrative experience.
6. A well known educationist.
7. A former Secretary of the Government of India.

APPENDIX VIII

Extract of the Government of India Act, 1935, Section 265(3)

On ceasing to hold office—

- (a) the Chairman of the Federal Commission shall be ineligible for further employment under the Crown in India;
- (b) the Chairman of the Provincial Commission shall be eligible for appointment as the Chairman or a member of the Federal Commission or as the Chairman of another Provincial Commission but not for any other employment under the Crown in India;
- (c) no other member of the Federal or of any Provincial Commission shall be eligible for any other appointment under the Crown in India without the approval, in the case of an appointment in connection with the affairs of a Province, of the Governor of the Province in his discretion and, in the case of any other appointment, of the Governor-General in his discretion.

APPENDIX IX

Workload on some Public Service Commissions in recent years

Union Public Service Commission

Year	Recruitment by Examination†		Recruitment by Interview		Number of Miscellaneous cases (Promotion, disciplinary, seniority etc.)
	No. of Examinations held	No. of Candidates examined	No. of Applications received	No. of Candidates interviewed	
1	2	3	4	5	6
1957-58	27	56,956	41,500	8,842	14,215
1958-59	29	62,704	37,390	7,755	13,906
1959-60	93	75,726	31,067	7,462	14,176
1960-61	73	34,349	36,833	7,247	15,132
1961-62	55	36,985	36,270	6,894	17,339
1962-63	58	52,429	57,129	12,180	18,745
1963-64	57	33,287	54,270	12,521	21,729
1964-65	57	12,708	55,779	9,366	23,709

†Source :—Annual Reports of the U.P.S.C.

State Public Service Commissions

Year	Recruitment by Examination				Recruitment by Interview			Miscellaneous cases
	No. of Exams. held	No. of Candidates applied	No. of Candidates appeared	No. of Candidates Selected	No. of Candidates applied	No. of Candidates interviewed	No. of Candidates recommended	
1	2	3	4	5	6	7	8	9
<i>Andhra Pradesh</i>								
1961-62	6	26,602	23,217	5,450	3,815	2,627	1,205	22,565
1962-63	6	16,917	13,810	3,314	7,220	3,629	1,578	31,398
1963-64	5	12,678	10,383	220	2,120	1,746	1,418	30,208
1964-65	7	18,177	12,856	4,993	7,474	4,794	3,261	33,665
1965-66	7	22,689	18,940	3,649	3,986	2,138	1,162	27,425

APPENDIX IX—Contd.

1	2	3	4	5	6	7	8	9
<i>Bihar</i>								
1961-62 . .	3	3,899	3,010	747	8,110	3,193	1,244	2,489
1962-63 . .	2	3,516	2,624	496	9,599	4,337	1,519	4,008
1963-64 . .	3	2,748	2,339	589	7,527	2,961	846	3,224
1964-65 . .	3	2,819	2,492	604	6,870	2,838	941	3,140
1965-66 . .	3	3,328	2,766	539	9,547	4,014	1,262	3,488
<i>Madras</i>								
1961-62 . .	6	21,572	18,452	1,789	27,233	19,810	3,261	99
1962-63 . .	5	16,780	14,007	2,243	23,139	17,559	2,491	77
1963-64 . .	7	20,798	16,748	20,78	23,204	18,082	3,347	102
1964-65 . .	7	19,392	14,661	4,639	22,855	16,945	3,197	135
1965-66 . .	7	5,026	4,458	694	25,863	18,288	6,097	137
<i>Mysore</i>								
1961-62 . .	3	1,025	701	85	23,547 %	7,937	2,486	190
1962-63 . .	1	790	555	60	1,040	696	104	232
1963-64 . .	1	8	4	3	2,318 %	1,643 %	284	260
1964-65 . .	4	1,771	1,501	103	5,007	2,406	263	231
1965-66 . .	4	1,291	867	65	6,777	4,712	1,245	282
<i>Madhya Pradesh</i>								
1961-62 . .	1	169	76	15	11,929	3,997	1,449	172
1962-63 . .	..	..	..	..	6,824	3,069	1,281	194
1963-64 . .	2	351	161	31	10,532	4,139	1,067	349
1964-65 . .	2	2,669	1,719	113	4,269	2,444	1,104	7,308
1965-66 . .	2	3,217	1,910	104	7,036	2,896	1,052	470

Source :—Concerned State Public Service Commissions.

% Complete details in respect of total number of candidates applied and interviewed not available.

APPENDIX X

Proportion of recruitment to technical and non-technical posts

Number of Requisitions for Engineering, Technical and Non-technical posts
received by U.P.S.C.

Year	Number recruited			Total
	Engi- neering	Tech- nical	Non- technical	
1	2	3	4	5
1960-61	581	1,194	691	2,466
1961-62	963	1,263	675	2,901
1962-63	1,738	2,036	686	4,460
1963-64	2,026	1,805	412	4,243
1964-65	1,214	1,781	533	3,528
TOTAL	6,522*	8,079*	2,997*	17,598
ANNUAL AVERAGE	1,304	1,616	599	3,519

*Excludes recruitment to organised Services through the combined competitive Examinations.

Source :—Annual Reports of U.P.S.C.

Number of requisitions for technical and non-technical posts recd. by State P.S.Cs.

Year	Assam		
	Number recruited		
	Technical	Non- technical	Total
1	2	3	4
1960-61	408	256	664
1961-62	468	372	840
1962-63	524	268	792
1963-64	713	205*	918
TOTAL	2,113	1,101	3,214

APPENDIX X—Contd.

Year	Maharashtra		
	Number recruited		
	Technical	Non-technical	Total
1	2	3	4
1960-61	449	175	624
1961-62	503	135	638
1962-63	102	146	248
1963-64	N.A.	N.A.	N.A.
TOTAL	1,054*	456*	1,510
WEST BENGAL			
1960-61	546	653	1,199
1961-62	1,054	386	1,440
1962-63	879	350	1,229
1963-64	N.A.	N.A.	N.A.
TOTAL	2,479*	1,389*	3,868

*Excludes recruitment to Services through the combined competitive Examinations.

N.A.—Not available.

Source :—Annual Report of concerned State P.S.Cs.

APPENDIX XI

Union Public Service Commission (Exemption from Consultations) Regulations, 1958 (as corrected up to 31st August, 1966)

These regulations may be called the Union Public Service Commission (Exemption from Consultations) Regulations, 1958.

2. It shall not be necessary to consult the Commission in regard to any of the matters mentioned in sub-clauses (a) and (b) of clause (3) of Article 320 of the Constitution in the case of the services and posts specified in the Schedule to these Regulations.

3. Save as otherwise expressly provided in the rules governing recruitment to the civil service or civil post concerned, it shall not be necessary to consult the Commission in regard to the selection for appointment—

- (a) to a post included in an all India Service of any officer who is already a member of an all India Service;
- (b) to a post included in Central Service Class I, of any officer in the Armed Forces of the Union or any officer who is already a member of an all-India Service or a Central Service, Class I;
- (c) to a Central Service, Class II, or to a post included in a Central Service, Class II, of any officer who is already a member of a Central Service, Class II, or a Central Service, Class III or of any officer of the Armed Forces of the Union; and
- (d) to a tenure post included in a Central Service, Class I, or a Central Service, Class II, of an officer of a State Service.

Note : In this regulation—

- (i) the term "Central Service, Class I", "Central Service, Class II", and "Central Service, Class III" shall include the corresponding Railway Services and Defence Services (Civilian);
- (ii) the term 'Officer' includes a person holding a permanent or quasi-permanent appointment, but does not include a person in temporary employment;
- (iii) the term "State Service" means service in a State appointments to which are made by the Governor;
- (iv) the term "tenure post" means a post, whether permanent or temporary, which has been classified as a tenure post in consultation with the Commission.

4(1). It shall not be necessary to consult the Commission in regard to the selection for a temporary or officiating appointment to a post, if—

- (a) the person appointed is not likely to hold the post for a period of more than one year; and
- (b) it is necessary in the public interest to make the appointment immediately and reference to the Commission will cause under delay.

Provided that—

- (i) such appointment shall be reported to the Commission as soon as it is made;

APPENDIX XI—*Contd.*

- (ii) if the appointment continues beyond a period of six months, a fresh estimate as to the period for which the person appointed is likely to hold the post shall be made and reported to the Commission; and
- (iii) if such estimate indicates that the person appointed is likely to hold the post for a period of more than one year from the date of appointment, the Commission shall immediately be consulted in regard to the filling of the post.

(2) It shall not be necessary to consult the Commission in regard to the selection for a temporary or officiating appointment to a post where the post is expressly created in connection with the present Emergency and the person to be appointed to such post is not likely to hold the same longer than the period of the said Emergency or three years and nine months, whichever is less;

Provided that it is certified that—

- (i) by the Secretary to the Government of India in the Ministry concerned, or
- (ii) by the Head of the Department concerned under that Government where he or an authority subordinate to him is the appointing authority, that the post has to be filled up immediately;

Provided further that such appointment shall be reported to the Commission as soon as may be after it is made.

Explanation : In this sub-regulation, “present Emergency” means the Emergency with respect to which a Proclamation under clause (1) of Article 352 of the Constitution was issued on the 26th October, 1962.

5(1). It shall not be necessary to consult the Commission in regard to the making of any order in any disciplinary case other than—

- (a) an original order by the President imposing of any of the following penalties :—
 - (i) censure;
 - (ii) withholding of increments or promotion;
 - (iii) recovery from pay of the whole or part of any pecuniary loss caused to the Government by negligence or breach of orders;
 - (iv) reduction to a lower service, grade or post, or to a lower time scale or to a lower stage in a time scale;
 - (v) compulsory retirement;
 - (vi) removal from service;
 - (vii) dismissal from service;
- (b) an order by the President on an appeal against an order imposing any of the said penalties made by a subordinate authority;
- (c) an order by the President over-ruling or modifying, after consideration of any petition or memorial or otherwise, an order imposing any of the said penalties made by the President or by a subordinate authority;
- (d) an order by the President imposing any of the said penalties in exercise of his powers of review and in modification of an order under which none of the said penalties has been imposed.

APPENDIX XI—*Contd.*

(2) It shall not be necessary to consult the Commission in regard to any disciplinary matter affecting a person belonging to a Defence Service (Civilian).

(3) It shall not be necessary for the President to consult the Commission—

(a) in any case where the President proposes to make an order of dismissal, removal or reduction in rank after being satisfied that such action is necessary in the interest of the security of the State;

(b) in any case where the President proposes to make an order under rule 3 of the Central Civil Services (Safeguarding of National Security) Rules, 1953, or Rule 3 of the Railway Services (Safeguarding of National Security) Rules, 1964, as amended by the Railway Services (Safeguarding of National Security) Amendment Rules, 1960.

6. It shall not be necessary to consult the Commission in regard to any of the matters mentioned in sub-clause (e) of the Clause (3) of Article 320 of the Constitution in the case of—

(a) a person belonging to an all-India Service or a Central Service, Class I, or a Central Service, Class II, in so far as claims arising out of injuries sustained at any time during which the proclamation, issued on 26th October, 1962, by the President under clause (1) of Article 352 of the Constitution remains in operation, are concerned; and

(b) a person belonging to a Central Service, Class III, or a Central Service, Class IV.

SCHEDULE

(1) Posts in respect of which the authority to appoint is specifically conferred on the President by the Constitution.

(2) Posts of Chairman or Members of any Board, Tribunal, Commission, Committee or other similar authority created by or under the provisions of a Statute.

(3) Posts of Chairman or Members of any Board, Tribunal, Commission, Committee or other similar body appointed by or under the authority of a resolution of either House of Parliament or by a resolution of Government for the purpose of conducting any investigations or enquiry into or for advising Government or specified matters.

(4) Post of Heads of Diplomatic, Consular and other similar Indian Missions in countries abroad (*e.g.*, Ambassadors, High Commissioners, Ministers, Commissioners, Consuls-General, Representatives, Agents).

(5) Posts on the personal staff attached to holders of posts mentioned in items (1) to (4) above.

(6) Posts in the Secretariats of the Lok Sabha and the Rajya Sabha.

(7) All technical and administrative posts in or under the Atomic Energy Commission.

(8) Judicial Commissioners, Additional Judicial Commissioners, District and Sessions Judges, Additional District and Sessions Judges, District Judges, Additional District Judges, Sessions Judges, Additional Sessions Judges, or any other corresponding posts in Union Territories.

(9) Subordinate Judges and Munsifs in the Union Territories of Manipur, Tripura and Himachal Pradesh.

APPENDIX XI—*Contd.*

(10) All **Class III** and **Class IV** Services and posts save as otherwise expressly provided in the relevant rules or orders governing recruitment thereto.

(11) Any **Service** or posts concerned with the administration of the North East Frontier Agency or Naga Hills Tuensang Area.

(12) Posts in the Secretariat and personal staff of the President and the Vice President, and posts in the Government Hospitality Organisation.

(13) Official Liquidator, attached to the High Court of Bombay under the Companies Act, 1956 (1 of 1956).

(14) National Research Professors under the Ministry of Scientific Research and Cultural Affairs.

(15) Posts of Consultants in the Planning Commission.

(16) Posts of Private Secretary to the Solicitor-General for India and the Additional Solicitor-General for India.

(17) Any **Service** or post or class of posts in respect of which the Commission has agreed that it shall not be necessary for it to be consulted.

APPENDIX XII

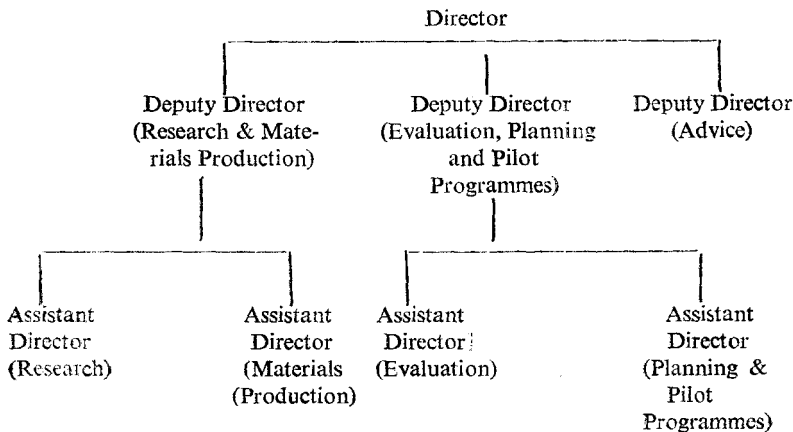
Number of employees whose training has been considered in the Report

The number of employees under the Central and the State Governments is 26 lakhs. and 36 lakhs, respectively, as on 31st March, 1965. At the Centre the Railways account for 13·6 lakhs and the Ministry of Defence for 4·42 lakhs. The training of the employees of these two Ministries is not strictly within our purview and leaving them out of consideration, the rest of the public servants under the Central Government number about 8 lakhs. Of these, nearly 1 lakh are in the Class IV category, for most of whom we do not envisage the need for any formal training. There is no readily available and authentic information of the proportion of Class IV employees in the States. On the strength of the figures published by the Director-General of Employment and Training regarding the number of employees in the States in different pay ranges for a few years preceding 1963, it is found that in respect of nine States, the number of whose public servants was 18·34 lakhs, those drawing less than Rs. 50/- p.m. numbered about 8·3 lakhs. Assuming that all such employees would be in the Class IV category and the pattern of employment is the same for States other than the nine considered, it is seen that the Class IV employees under the State Governments form about 44 per cent of the total. The existing strength of these employees being 36 lakhs, the number under the State Governments, other than in the Class IV category, would be about 20 lakhs. Adding to this figure the corresponding number under the Centre, that is, 7 lakhs, it is found that there are about 27 lakhs of employees for whom systematic training is essential.

APPENDIX XIII

Tentative structure and responsibilities of the Training Division

Structure of the Training Division



Responsibilities of the Training Division

1. Assist in the formulation and development of training policies of the Government of India and the State Governments and overall coordination of training Policies;
2. Generally oversee training arrangements in the Government of India to ensure that suitable programmes are framed in accordance with the training policies and implemented;
3. Coordinate the training programmes and activities in the Government of India;
4. Collect data regarding training arrangements in states, assess their adequacy and render technical advice;
5. Conduct research in methods of training personnel of different categories chiefly for administrative and management functions;
6. Prepare and produce training material for use at the Centre and in the States;
7. Sponsor and where necessary, organise (a) training courses for trainers, (b) pilot training programmes and (c) special courses of different kinds, in association with or through the agency of existing institutions *e.g.*, National Academy of Administration etc. and other organisations;
8. Liaise with autonomous training institutions *e.g.*, India Institute of Public Administration, Indian Institute of Management, Staff College etc., with a view to utilising their facilities in the best possible manner;
9. Handle all matters relating to (i) National Academy of Administration, (ii) Secretariat Training School and (iii) Training programmes of Governmental units which cannot have separate training arrangements;

APPENDIX XIII—*Contd.*

10. Act as the central clearing house for dissemination of information regarding training techniques, training facilities, and programmes, and prepare reports on training;

11. Collect in a systematic manner information on training methods and programmes in (a) other countries and (b) industry and business and examine them with a view to continuous improvement and adaptation of programmes in relation to changing needs;

12. Coordinate deputations for attending training programmes and courses both within the country and abroad, particularly in the field of administration and management, and process proposals for assistance from other countries in regard to training in India in these fields.

APPENDIX XIV

List of training Institutions under the Centre and the States along with rough outlay of expenditure (not comprehensive)

List of training institutions and schemes under Central Government

Sl. No.	Institutions or Schemes	Expenditure in 1964-65
1.	Development Commissioner for Small Scale Industries Training of Technicians abroad	3,849
2.	Staff Training Unit, D.G., A.I.R.	1,32,903
3.	Technical Training Centres, C.W.P.C.	23,93,260
4.	Hot line Crew Training Scheme, C.W.P.C.	1,24,349
5.	Central Institute for Research and Training in Employment Scheme	25,330
6.	Training of Wireless Operators	33,296
7.	Regional Training Centres	8,24,591
8.	Indian School of Mines	2,96,455
9.	Directorate of Practical Training in Mining	1,22,885
10.	Training of Teachers	7,559
11.	Cost Accountants Training School	1,46,592
12.	Nilokheri Training Centre	2,25,019
13.	Training Schemes for Tractor Operators	6,97,547
14.	International Training Centre	41,729
15.	Directorate of Extension and Training	20,594
16.	Training of State Information Personnel	3,684
17.	Directorate of Extension Training	5,749
18.	Refresher courses for the benefit of Agriculture Teachers	995
19.	Extension Teachers Training Institute	92,500
20.	Training Scheme Community Development	46,20,562
21.	Training in Public Health Engineering	11,100
22.	Training for personnel for Community Development Projects	21,44,896
23.	Police Training Schools	29,94,106
24.	National Fire Service College	2,84,155
25.	Emergency Relief Training Institute	2,08,671
26.	Secretariat Training School	3,52,685
27.	Training of Probationers to Joint Service Cadre for Delhi and Himachal	4,05,144
28.	Hindi Teaching Schemes	20,40,912
29.	National Academy of Administration	17,54,977
	TOTAL	2,00,16,094

APPENDIX XIV—*Contd.**List of Training Institutions in the States**Andhra Pradesh*

1. Accounts Training School, Hyderabad.
2. Accounts Training School, Guntur.
3. Finger Print Bureau, Hyderabad.
4. Fire Service Training School, Hyderabad.
5. Plant Protection Training Centre, Hyderabad.
6. Police Training College, Anantpur.
7. Tribal Cultural Research and Training Institute, Hyderabad.

Assam

1. Assam Administrative Staff College, Gauhati.
2. Assam Secretariat Training School, Gauhati.
3. Assam Survey School, Gauhati.

Bihar

1. Accounts Training School, Ranchi.
2. Administrative Training School, Ranchi.
3. All India Training Institute of Weights and Measures, Patna.
4. Bureau of Educational and Vocational Guidance, Patna.
5. Constables' Training School, Nathavagar, Bhagalpur.
6. Police Training College, Hazaribagh.
7. Public Health Institute, Patna.
8. P.W.D. Training Centre, Patna.
9. Panchayat Training Institute, Deoghar.
10. Secretariat Training School, Patna.
11. State Institute of Education, Patna.

Kerala

1. Central Recruits School, Trivandrum.
2. Forest School, Yellandue.
3. Forest Guard School, Kakinada.
4. Fire Service Training School, Fort Cochin.
5. Gram Sevak Training Centres, Ollukara, Kottarkara, Taliparamba.
6. Higher Survey Class for Revenue Officers, Trivandrum.
7. Institute for Training of Panchayat Secretaries, Trivandrum, Trichur, Palghat, Kozhikode.
8. Kerala Veterinary College, Mannuthy.
9. Land Reforms Training Centre, Trivandrum.
10. Orientation Training Centre, Nayyattinkara.

APPENDIX XIV—*Contd.*

11. Police Training College, Trivandrum.
12. Police Radio Signal School, Trivandrum.
13. Secretariat Staff Training Centre, Trivandrum.
14. Staff Training Centre, Department of Fisheries, Ernakulam.
15. Staff Training Unit, Directorate of Employment, Trivandrum.

Madhya Pradesh

1. Accounts Training School, Bhopal, Gwalior.
2. Excise Training School, Gwalior.
3. Forest School, Shivpuri, Amarkantak, Balghat.
4. Forest Guard School, Shivpuri, Amarkantak, Govindgarh and Betul.
5. Revenue Inspectors Training School, Gwalior.
6. State Institute of Education, Sehore.

Maharashtra

1. Administrative Staff College, Bombay.
2. Bombay Veterinary College, Bombay.
3. Bombay Labour Institute, Bombay.
4. Haffkine Institute, Bombay.
5. Leprosy Training Centre, Nagpur, Gondia.
6. Poultry Training Centre, Kolhapur, Aurangabad, Dhulia, Kirkee.
7. Public Health Institute, Nagpur.
8. Training School for Sales Tax Inspectors, Bombay.

Mysore

1. Co-operative Training Institute, Gulbarga.
2. Government Training College for Women, Gulbarga.
3. Malaria Investigation-cum-Training Centre, Mandya.
4. Orientation Training Centre, Mandya.
5. Training Institute for Administrative Services, Bangalore.

Orissa

1. Accounts Training School, Bhubaneswar.
2. Administrative Officers Training School, Hirakud.
3. Badabandha Training Centre, Badabandha.
4. Elementary Training Centre, Phulband.
5. Elementary Training School, Keonjhar.
6. Gram Sevak Talim Kendra, Balangir.
7. Government Sevak Training Centre, Narangpur.
8. Government Sevak Talim Kendra, Koraput.

APPENDIX XIV—*Contd.*

9. Home Economics Training Centre, Bhubaneswar, Barpali.
10. Junior Co-operative Training Institute, Gopalpur-on-sea.
11. Mukhya Sevika Talim Kendra, Bhubaneswar.
12. Orissa Secretariat Training Institute, Bhubaneswar.
13. Police Training College, Angual.
14. Secondary Training School, Bhalulata.

Punjab

1. Jail Training School, Hissar.
2. Police Training School, Phillaur.
3. State Training Centre, Punjab Home Guard, Chandigarh.

Uttar Pradesh

1. Civil Defence Training Centre, Lucknow.
2. Co-operative Auditors' Training School, Ayodhya.
3. Cane Training Centre, Mujaffar Nagar, Gorakhpur, Shahjahanpur.
4. Government Agricultural College, Kanpur.
5. Jail Training School, Lucknow.
6. Kanungo Training School, Hardoi.
7. Police Training College, Moradabad.
8. Police Motor Training Centre, Sitapur.
9. University of Roorkee, Roorkee.

Statement Showing Annual Budget on various Training Programmes in States

Sl. No.	State	Annual Budget (1966-67) in Rs.
1	2	3
1.	Andhra Pradesh	9,92,600
2.	Assam	2,10,540
3.	Bihar	13,53,800
4.	Madhya Pradesh	6,79,800
5.	Kerala	6,72,000
6.	Maharashtra	4,60,966
7.	Mysore	1,26,100
8.	Orissa	14,37,900
9.	Punjab	7,04,830
10.	Uttar Pradesh	13,25,626
TOTAL		79,64,162

N.B. : Information in respect of all the States is not available. Even the quoted figures are not comprehensive, but provided a rough guide.

APPENDIX XV

Suggestions of the Director of the Central Secretariat Training School for its improvement

1. The capacity of the Training School should be increased.
2. Assistants should be trained in work study.
3. Training Courses in Cash and Accounts should be imparted to all L.D.C.s. with a minimum service of five years, of which not less than two years have been spent in a Cash and Accounts Section.
4. The staff and the officers handling vigilance cases in Government of India offices should be given training in vigilance matters. This training is aimed at imparting in a comprehensive manner all the rules and regulations and case law in vigilance cases.
5. There is practically no training given to the staff of the Subordinate offices of the Government of India. Regional Training Schools on the same pattern as the Delhi School should be established in the East, West and the South.
6. There should be a training reserve in each office, so that the staff are trained at the proper time.
7. The staff should be relieved at the proper time for training purposes.
8. Courses should be started to train the trainer who will be employed in the Training Institutions. The course will cover the techniques of training, as opposed to the subject-matter of Training.
9. Research and Production Unit should be established, whose purpose will be to help the Ministries to bring Reference Manuals up-to-date, assist them in the revision, prepare case-studies, suggest rationalisation of rules, provide a consultancy service for other Training Institutions in respect of contents of courses, etc. for evaluating the effectiveness of training.

APPENDIX XVI

Proportion of training expenditure to the total wage bill

The Union Government spent about Rs. 2 crores in 1964-65 and ten of the States had budgetted for an expenditure of about Rs. 80 lakhs in 1966-67. Assuming that the Central Government spends a little more on technical training connected with projects and the States for whom we have no information must also be making some outlay on training, we may take it that training expenditure is of the order of about Rs. 3 crores per year. The total wage bill of the States for their civil servants was Rs. 552 crores in 1964-65. The wage bill of the departments of the Centre excluding Railways and Defence which are not covered by our Study, was Rs. 231·6 crores in 1965-66. The total expenditure on wages and salaries being Rs. 783 crores, the outlay of only Rs. 3 crores on training represents about 0·4 per cent—indeed a small percentage.

List of persons who gave written or oral evidence

Prof. T. M. Advani,
Vice Chancellor,
University of Jammu & Kashmir.

Shri S. N. Aga,
Director, Railway Board.

*Maj. Gen. Ranbir Bakshi (Rtd.)
Ex-Commandant,
National Defence Academy.

*Shri B. N. Banerji,
Additional Secretary,
Ministry of Finance,
Department of Revenue and Insurance.

Shri P. N. Bhandari,
Deputy Comptroller and Auditor.
General of India.

Shri Kalidas Bhattacharya,
Visva-Bharati.

Dr. C. D. Deshmukh,
Vice Chancellor,
Delhi University.

*Shri E. R. Dhongde,
Director of Education,
Maharashtra.

Shri P. B. Gajendragadkar,
Vice Chancellor,
University of Bombay.

*Shri R. L. Gupta,
Principal,
Administrative Staff College.

Shri T. R. Jayaraman,
Vice Chancellor,
Bangalore University.

*Shri A. N. Jha,
Lt. Governor, Delhi.

Shri K. L. Joshi,
Secretary,
University Grants Commission.

*Nawab Ali Yavar Jung,
Vice Chancellor,
Aligarh Muslim University.

APPENDIX XVII—*Contd.*

*Dr. J. N. Khosla,
Director,
Indian Institute of Public Administration.

*Shri R. P. Khosia,
Deputy Director,
National Academy of Administration.

Shri B. N. Lahiri,
3, Ponnappa Road,
Allahabad.

*Shri H. Lal,
Secretary (Services),
Ministry of Home Affairs.

Shri B. Malik,
Vice Chancellor,
University of Calcutta.

Shri Samual Mathai,
Vice Chancellor,
University of Kerala.

Shri S. C. Misra,
Central Police Training College.

Shri K. C. Naik,
Vice Chancellor,
University of Agricultural Sciences.

Shri R. K. Nehru,
Vice Chancellor,
Allahabad University.

*Shri Cecil Noronha,
Secretary,
Mysore Public Service Commission.

*Shri K. S. Padhi,
Secretary,
Orissa Public Service Commission.

Shri G. Pande,
Vice Chancellor,
University of Roorkee.

Dr. P. Parija,
10, Cantonment Road,
Cuttack.

Dr. C. S. Patel,
Vice Chancellor,
Maharaja Sayajirao University.

Dr. J. S. Patel,
Vice Chancellor,
Jawaharlal Nehru Krishi Vishwa Vidyalaya.

Shri D. C. Pavate,
Vice Chancellor,
Karnatak University.

APPENDIX XVII—*Contd.*

Dr. K. G. Saiyadain,
Director,
Asian Institute of Planning and Administration.

Shri N. S. Shastri,
Vice Chancellor,
Varanaseya Sanskrit Vishwavidyalaya.

*Dr. K. L. Shrimali,
Vice Chancellor,
Mysore University.

*Shri L. P. Singh,
Secretary,
Ministry of Home Affairs.

*Shri Tarlok Singh,
Member (A. & T.)
Planning Commission.

Shri K. G. Sinha,
Vice Chancellor,
Darbhanga Sanskrit Vishwavidyalaya.

Shri D. C. Verma,
Vice Chancellor,
Kurukshetra University.

Questionnaire—A**(Recruitment Policy)**

1. Has there been any change in the quality of young men recruited to the higher services during the past decade ?
2. The output of graduates from the universities is increasing steadily, but it has been noticed that the number of first-class graduates taking the I.A.S. and Allied Services examination is showing a decline. To what factors should you attribute this phenomenon ? Do you think the brighter boys are seeking other avocations in education, industry, research etc. ?
3. Has the prestige of the higher services diminished in the popular view ? In particular has the prospect of a career in Government become less attractive to the best talents coming out of the universities ?
4. Apart from making Government Services more remunerative, would you suggest any other measures to attract more of the best talents to the competitions ?
5. The candidate for the I.A.S. examination has to take three compulsory papers (English Essay, General English and General Knowledge—450 marks), three optional papers (of the Honours standard—600 marks), two additional papers (of the Master's degree standard—400 marks) and a personality test (300 marks). For the Foreign Service the personality test carries—400 marks, while for the class I Central Services, the two additional papers are not necessary and the personality test carries only 200 marks.

*Were interviewed by the Team. (The views of the rest were obtained through a questionnaire).

APPENDIX XVII—*Contd.*

In your opinion, is any change necessary in the content of the examination? Is it desirable for example to insist on a knowledge of the social, economic, and historical background of India and introduce a new compulsory paper on the subject ?

6. In your opinion, is the present method of examination for the higher services yielding the best recruits ? Would you suggest alternative methods if any, to get the most suitable candidates ?
7. At present, generally speaking, 75% of the vacancies in the higher civil services are filled by direct recruitment through competitive examination and 25% by promotion of those already in lower ancillary services. Would you suggest any change in (a) the ratio of recruitment from the two sources and (b) field of choice and manner of selection of those promoted ?
8. Do you favour a limited competitive examination for selecting persons already in Government Service to the higher services ?
9. Do you consider it desirable to induct personnel from the non-governmental field to the higher positions in government at least for limited tenures ?
10. At present the maximum age limit for taking the I.A.S. etc. examinations is twenty-four years. Other Services also have similar age limits for entry. Do you consider whether the age limits should be relaxed and if so, to what extent ?

Questionnaire—B**(Public Service Commissions)**

1. What are the different cadres of all the Services which come under the purview of your Commission ?
2. What is the ratio fixed for direct recruitment and promotees in respect of these cadres ?
3. Is there any reservation for backward and depressed classes in the matter of recruitment ? Has the system of reservation produced satisfactory results ?
4. What are the broad categories of posts which are kept outside the purview of your Commission ?
5. What is the procedure prescribed for requisitioning of personnel through the Commission. Are demands made in instalments and what is the effect of such piecemeal demands on the recruitment ?
6. To what extent is the recruitment based on
 - (a) Pure interview;
 - (b) Pure written test;
 - (c) Written Test-cum-Interview.
7. Is choice given for answering the question papers in the regional languages and if so, for what recruitments?
8. Is it usual for the Commission to recommend more names than the number of vacancies ?

APPENDIX XVII—*Contd.*

9. Is the order of merit given by the Commission ever changed by the Government ? If so, instances may kindly be given.
10. How long does a "Reserve List" operate ?
11. (a) What is the average interval between the date of requisition by the Government and the date of recommendation by the Commission ? (b) What is the average interval between the date of the Commission's recommendation and the issue of a letter of appointment by the Government ?
12. For purposes of promotion, are lists of selected candidates drawn up in consultation with the Commission ?
13. Some of the recruitment rules must have been framed several years ago. Are they found to be adequate according to the present needs ?

